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**UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F.Y. 1996**



BUREAU OF LAND MANAGEMENT

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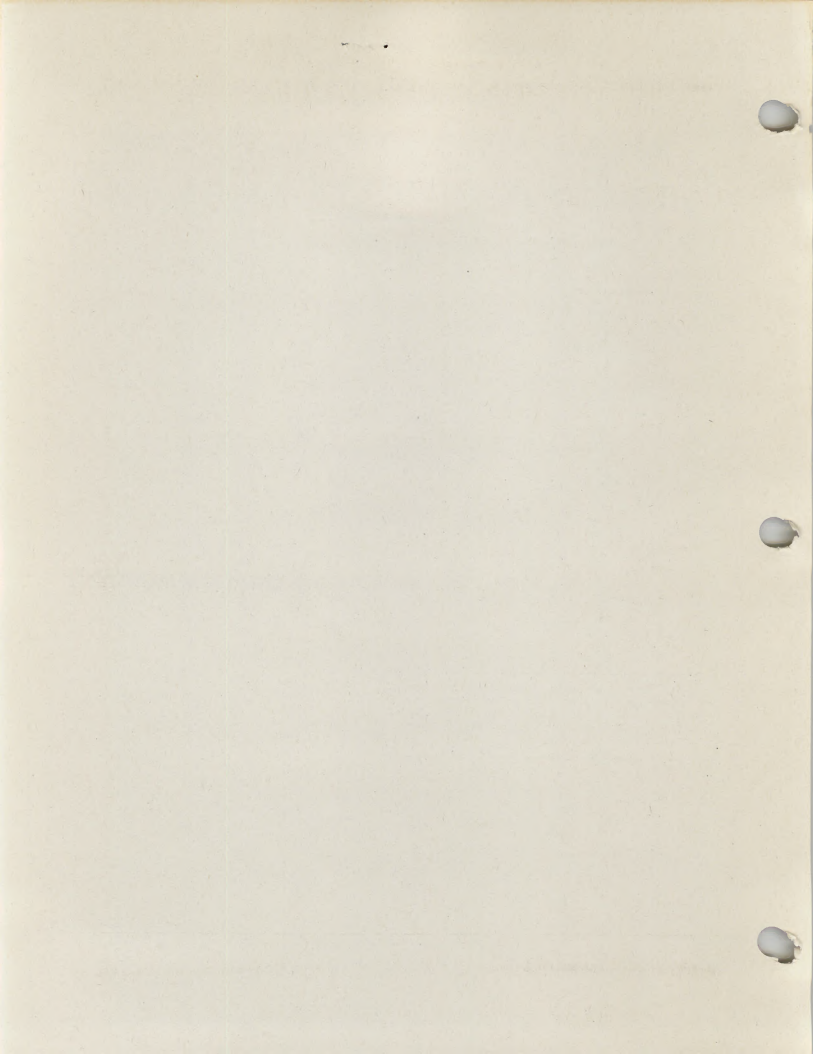


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Bureau of Land Management Headquarters and Field Organization

The programs and functions of the Bureau of Land Management (BLM) are carried out through the following major organizational components:

Headquarters Office

Consists of the Office of the Director, Assistant Directors, and the teams reporting to them (see organization chart) and provides national policy formulation and program direction. The Headquarters office maintains contacts with Departmental offices, the Office of Management and Budget, Office of Personnel Management, the Congress, other Federal and State agencies, national organizations, the media and members of the public.

State Offices

Each headed by a State Director, have overall responsibility for providing policy, procedural, and operational guidance for all BLM resource and minerals management and public service programs within the States under their jurisdictions, for National program policy development and support for delegated program areas under their jurisdictions, for providing delegated technical and administrative support functions within their jurisdictions, and for supervising the activities conducted by District Offices. There are a total of 12 State Offices.

District Offices

Each headed by a District Manager, have responsibility for directing BLM multiple-use program implementation and operations, land use planning, administrative support, and for supervising the Area Managers who are responsible for on-the-ground program implementation within their respective Resource Areas, except for the Alaska and Eastern States Offices where the District Managers perform this role. There are a total of 59 District Offices.

Resource Area Offices

Each headed by an Area Manager, have responsibility for implementing BLM's total Public Land multiple-use management programs on-the-ground in that Resource Area, including user contacts at the local level. All planning and resource management actions affecting the Public Land are handled by this organizational level, except in the Alaska and the Eastern States Office which do not have a Resource Area organizational level. There are a total of 139 Resource Area Offices.

Bureauwide Support Centers

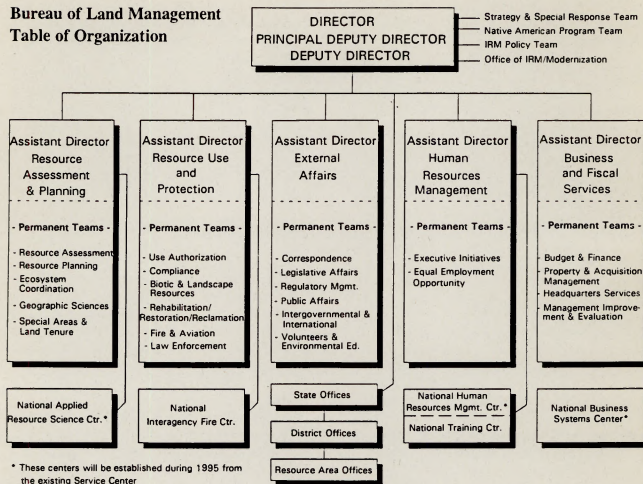
Five national centers, each of which will report to an Assistant Director, will provide national level support and service to the BLM.

- ❶ The *National Interagency Fire Center* (NIFC), currently in place in Boise, ID, provides fire training and logistical support, and aviation management services for the Bureau's programs.
- ❷ The *National Training Center*, located in Phoenix, AZ, executes and oversees Bureauwide training functions and responsibilities.

During 1995, the following three centers will be established in Denver, CO, from the current Service Center.

- ❸ The *National Applied Resource Sciences Center* is the Bureau's focal point for ecosystem science and technology transfer, information exchange and consulting services.
- ❹ The *National Human Resources Management Center* will perform Bureauwide diversity functions and provide technical assistance and advisory service to field personnel offices.
- ❺ The *National Business Systems Center* will provide Bureauwide administrative services in the areas of procurement, property, and finance.

Bureau of Land Management Table of Organization



Bureau of Land Management General Statement

◆Introduction/Background◆

◆Description of Bureau◆

The Bureau of Land Management (BLM) was established on July 16, 1946, through the consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), following the provisions of §402 and §403 of the President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097). The functions of the BLM and its directorate are also addressed in §301 of the *Federal Land Policy and Management Act of 1976* (43 U.S.C. 1731).

◆What We Do and Why BLM is Important◆

The BLM administers public lands within a framework of many laws. The most comprehensive of these is the *Federal Land Policy and Management Act of 1976* (FLPMA). All bureau policies, procedures and management actions must be consistent with FLPMA and the other laws that govern use of the public lands.

BLM is responsible for carrying out a variety of programs for the conservation, management, development, and protection of both surface and mineral resources on approximately 270 million acres of the public lands in 28 States including Alaska. This land estate makes up about 13 percent of the total land surface of the United States. BLM also administers mineral leasing and supervises mineral operations on an additional 300 million acres of Federal mineral estate underlying other Federally-administered, State or private ownerships throughout the United States, and supervises most mineral operations on Indian lands.

Lands managed by BLM provide important natural resource, recreational, and scenic values to the American people, as well as resource commodities

and revenues to the Federal government¹, States, and counties.

Management issues in the West are changing. A growing and increasingly urban population is placing new demands on the natural resources of this vast western region. These changes in demand, taken together with growing public concern over the health of waterways, grasslands, and forests, an increasingly complex set of legal mandates, greater knowledge of how to manage natural resources on a sustainable basis, and the technological opportunities provided by computers, are creating significant challenges and opportunities for the BLM.

To balance these competing demands, the BLM has begun to: treat ecological impacts on an ecosystem or landscape scale; recognize the demands of new public lands users while still addressing the needs of traditional user groups; recognize the unique role of the public lands in conserving significant ecological and cultural resources; employ more open and collaborative decision-making procedures; and streamline and modernize administrative processes. To date, many of these changes have occurred at the field level, through collaborative efforts with other agencies, adjacent landowners, and local publics.

◆Who Does BLM Serve?◆

BLM's customers and stakeholders are as varied as the diverse natural resources managed and can be divided into four separate groups:

- ① those who use the lands and resources we manage by permit or other authorization;
- ② those who use the lands and resources we manage on a casual basis, not requiring a permit or other authorization;

¹ Following the IRS, the Minerals Management Service, and the Customs Service, BLM is the fourth largest revenue producer for the Federal Treasury.

- ⑥ those who use the specialized services and other information we provide;
- ⑦ those who—while not actual users—are impacted by our management decisions.

"Authorized" Users

In this category fall the entire range of customers who require a permit or other authorization to conduct activities on public lands, such as the mineral extraction industry (over 25,000 leaseholders and operators and about 17,000 daim holders), utility companies that wish to use public lands for transformer stations, communication sites, and other rights-of-ways or permits; the livestock industry (permittees); the timber industry; recreational users that need a special recreation use permit; hunters; and many others.

"Casual" Users

In this category fall those customers who use the public lands on a basis that does not require a permit or other authorization. This includes day hikers, users driving through the public lands, sightseers, and other one-day users. We project that this number will increase by 1 million in 1996.

Users of Specialized Services and Other Information

In this category fall a range of interests who rely on BLM's technical non-resource management programs. These include wildfire suppression, cadastral survey, genealogical information from historic land records, mapping products, procurement and contract services, and various administrative functions. In the west, nearly all members of the public that own land are dependent upon cadastral survey services since this data represents the official land descriptions of conveyances from Federal ownership to private ownership. For a discussion of automated and other data, please see the following page in the discussion pertaining to *State and local government*.

Those Impacted by BLM Decisions

In this category fall several main groups—State and local governments, adjacent landowners, the general public, and advocacy groups. Adjacent landowners are directly impacted by BLM's decisions since natural resource values do not respect artificial property ownership boundaries. The general public is affected by BLM's decisions due to the revenue stream to the U.S. Treasury and other values such as appreciation of wildlife, wilderness areas, cultural resources, etc. Advocacy groups represent that sector of the public that range from resource use advocacy (such as the American Petroleum Institute and the National Cattlemen's Association) to those advocating resource preservation (such as the Wilderness Society, Sierra Club, etc.). Both types of groups exist at national, regional, state, and local levels whose actual numbers are difficult to estimate with precision due to the sometimes *ad hoc* nature of formation of these groups.

State and local governments are one of BLM's most important customers. BLM has long provided a wide array of service to the 13 western states and a few states east of the Mississippi River. The examples listed below are simply representative of the BLM's myriad day-to-day consultations, case-related actions, and cooperative efforts to be a good neighbor and to include these units as a full partner in our pursuit of natural resource management on a landscape basis.

In the west, BLM shares receipts generated by production from mineral leasing (oil and gas, coal, geothermal, and other minerals) under the mineral leasing laws. On average, this amounts to over \$550 million. In addition, BLM annually disburses approximately \$104 million to these states as a payment in lieu of payment of state and local taxes. This payment—based on a formula which factors in entitlement acres as well as population—is an important source of income for many rural communities. The President's budget proposes to increase the payments to nearly \$114 million in 1996.

BLM makes lands available, at no cost, to state and local governments for a variety of purposes (such as

parks, schools, recreational facilities, etc.) under the *Recreation and Public Purposes Act*.

In many western states, State and local agencies now set reclamation standards for mining activities conducted on Federal lands under the *General Mining Laws*. BLM incorporates these standards in approval of mining plans and also enforces these as part of our hardrock inspection and enforcement program. BLM also cooperates with State and local land use planning agencies in preparation of BLM's Resource Management Plans to make BLM's plans consistent to the extent possible with State and local plans. State wildlife agencies are vital partners in managing the wildlife element of the landscape—they have management responsibility for the animal itself—while BLM manages the habitat.

Fire protection and suppression is yet another area in which BLM works closely with State and local governmental units to ascertain that coordinated programs benefit both Federal and private interests.

State governments have been delegated certain management responsibilities on Federal lands through enacted legislation. Other than the more well-known delegations for air and water quality, the State Historic Preservation Officer (a State employee) must be consulted whenever a proposed action on BLM-administered lands may effect a cultural or historic site eligible for inclusion on the National Register of Historic Places.

Finally, State and local units are important customers of BLM data. While in the past, this has been the traditional land ownership data plotted on a map, today an electronic partnership is growing and being fostered by BLM's development of the Automated Land and Mineral Records System (ALMRS). Electronic sharing of land and mineral ownership and status information is now occurring on a limited basis and is expected to blossom with the completion of implementation of ALMRS in 1996. This system has provided the pioneering work on development of automated land ownership and records information systems which can be used as a template for State and local governments for

their own records. We expect that in the future, all types of natural resource data will be shared, thus reducing the cost to all involved.

◆Reinvention/Streamlining/Savings◆

To make the changes detailed in the above sections, in a constrained budget environment, BLM must use its financial, human, and information resources better. Accordingly, BLM is a leader in the Department of the Interior in reinvention and is heavily involved in carrying out the *Government Performance and Results Act* (GPRA), the *National Performance Review*, and other streamlining efforts.

◆GPRA Efforts◆

A Performance Measurement Team was formed in March 1994 and has developed a strategy for carrying out GPRA in the BLM. The strategy calls for the development and use of a different performance measurement system that is cost-effective, outcome-oriented and meets the planning and reporting requirements of the GPRA. Under the strategy, all performance measures currently in use in the Bureau will be reviewed and revised in the interest of economy, accuracy, timeliness and significance and will be incorporated into this system as appropriate.

Deriving a set of cost-effective measures will require two or three iterations of clarifying objectives, and identifying and testing the associated measures. An important principle adopted by the BLM in developing a strategy for carrying out GPRA is that objectives and the means to collect and analyze performance data are dynamic, there is no 'right' or 'final' set of measures. Thus, the most important deliverable is a systematic and cyclical process for establishing objectives, identifying measures, collecting data, analyzing the results and taking appropriate action.

Development and systematic improvement of outcome-oriented performance measures and the reengineering of existing output measures, activities (programs), and ecosystems, using the overarching objectives as a foundation, will be initiated in 1996.

The initiative is on track to deliver the following in 1995:

- ① A process for deriving performance measures, collecting and analyzing performance data, and applying the results, which effectively involves customers and stakeholders;
- ② A strategy for institutionalizing the process and integrating it with other major management systems operating in the BLM; and,
- ③ The first iteration of overarching mission-related objectives and outcome-oriented performance measures for the BLM as a whole.

The strategy calls for the heavy involvement of customers and stakeholders in the development, validation and refinement of performance measures. It also addresses the need to integrate the performance measurement system with other major management systems functioning in the BLM effectively, such as the budget, finance, resource management planning and evaluation systems.

In addition, in 1995—to the greatest extent possible—the overview section of the 1994 Financial Statement required by the CFO Act will be organized by the first iteration of overarching mission-related objectives and outcome-oriented performance measures. The first iterations of the strategic plan and annual performance plan required by the GPRA will be generated in 1995 although they are not due to OMB and Congress until 1997 and 1998 respectively. The first iteration of the Annual Performance Report required by the GPRA will be developed for 1996. The first report due to OMB/Congress under GPRA is due in the year 2000. The plans and the report will be refined in the intervening years to ensure delivery of a superior quality product by the official due dates.

The BLM is also taking a leadership position in performance measurement as it applies to environment and natural resource management community by:

- ① initiating cooperative efforts with the U.S. Forest Service and other Federal agencies;
- ② helping other organizations in initiating performance measurement initiatives by sharing its approach and experiences; and,
- ③ planning to hold a working symposium on the subject of performance measurement and natural resource management in 1996 to bring together the Federal agencies working to derive similar measures.

◆National Performance Review (NPR)◆

Through the NPR process, BLM will better use its human, financial, and information resources to assure they are used effectively and efficiently. This will result in additional resources to on-the-ground natural resource management. The following sections are organized in the same manner as the *Report of the National Performance Review*.

Cutting Red Tape

BLM is streamlining the budget, procurement, and personnel processes, and eliminating regulatory overkill.

Process Reengineering

BLM is critically reviewing its functions and processes. This review includes a determination if value is added in each step: if not, the process will either be eliminated or revised. Teams have been formed that are beginning the reengineering effort of internal administrative procedures in: finance, program evaluation, procurement, and personnel. It is expected that carrying out the teams findings will occur in 1995.

For budget functions, certain actions have already been taken to reduce the number of employees involved, simplifying and focussing efforts, and carrying out the new budget structure. Specifically, BLM has:

- proposed and carried out a simplified budget structure;
- reviewed and reengineered internal budget processes—with the objective of providing more accurate data at less cost that is easier to understand. For example, the complexity in fund coding

for time and attendance purposes has been reduced by more than 50 percent; the field office fund allocation process, from reengineering, saves more than 50 percent of the time for preparation; and, the outyear budget planning process has been re-engineered to 70 percent of the resources devoted to this task.

Regulation Reduction and Waivers

In 1994, BLM reduced internal regulations by 49 percent.² Further review and re-engineering of the internal regulation system will continue throughout 1995 and 1996. In addition, a waiver process is being developed to permit reinvention processes to waive—both internal and formal—restrictive regulations that inhibit streamlining.

Putting Customers First

BLM efforts here concentrate on customer service and benchmarking.

Customer Service and Surveys

BLM has completed the Bureauwide Customer Service Plan. By 1996, BLM should have customer service plans for every office and service standards for the services and products BLM offers. Customer surveys will begin in 1995. In 1996, we are planning to develop a regular process of surveying customer needs and satisfaction applicable both to customers in the BLM and in the public.

Benchmarking

Benchmarking is finding the best practice available and comparing our procedure to it. This will become a regular feature of our reinvention activities by 1996.

Empowering Employees

BLM efforts to empower employees focus on reorganization and training. Training is recognized as a vital tool that workers need to do their jobs better. Reorganization is detailed in a following separate section.

Training

In 1995, an organizational focal point for employee development, policy, direction, and priority setting will be established. Accountability for human resource program outcomes will be incorporated into policy and budgetary decisions, and individual performance agreements. A core training plan for customer service and NPR related topics is being prepared and carried out. Training will focus on change initiation and management, customer surveys, benchmarking, etc. This training will continue into 1996. In addition, BLM is making professional resource-specific training a priority to assure that good science can be obtained. The funding process for the BLM's National Training Center in Phoenix, Arizona is being reengineered with the objective of making training delivery more efficient, effective, and available to more employees.

Success Stories

Another tool useful in empowering employees is networking. This allows free exchange of innovative and creative ideas. BLM is building an electronic network called the Success Story Network to share successes focusing on NPR goals such as process reinvention, innovative management, collaborative ventures, regulation reduction. It will form an information sharing/training system accessible to all employees, based on FTS 2000. By 1996, this should be a fully operating system planned to exchange information with other agencies.

Getting Back to Basics

Another facet of making government work better and cost less is determining what we do not need and what processes can be improved in quality. To do this, BLM is establishing several NPR laborato-

² In this context, internal regulations are viewed as the BLM directives system, including Instruction Memoranda, Manuals, and other related documents.

ries. We are also examining natural resource management programs in many areas including: land use planning, oil and gas management, lands and realty management, land acquisition, hazardous materials, and rationalization of land ownership patterns.

NPR Laboratories

In 1995, BLM will have 4 DOI-approved labs—Program Evaluation, Cadastral Survey, California Desert Ecosystem, and the National Training Center—in place. Lab status conveys high visibility, interest by the Vice President's Office, special training, and special assistance in cutting procedural red tape. We expect BLM to conduct several different labs in 1996 concerning use authorizations and document handling.

Program Evaluation

The BLM's Evaluation Re-engineering team was established to review the current evaluation process and to make recommendations on how to improve business practices to address the requirements of the GPRA, the *Federal Manager's Financial Integrity Act*, and BLM's Customer Service Plans. The primary objective of this re-engineering is to eliminate duplication and decrease resources devoted to evaluations while still providing a meaningful tool to assess management effectiveness.

Scoping for re-engineering the process has occurred and a questionnaire developed to solicit feedback from the entire BLM workforce. The completed questionnaires are currently being analyzed by the team with a target completion date of mid-February 1995. In addition, the team is benchmarking other Federal, State, and private industry organizations to ensure the redesigned system incorporates the best business practices. The scheduled completion date for the redesign of this process is March 31, 1995.

Cadastral Re-engineering

Much progress has been made in this effort since formation of the team in March 1994. Business

practices were studied and re-engineered. Utilizing input from a customer service questionnaire, a peer group questionnaire, and focus group interviews, future physical models are being developed. Pilot projects exist in several states based on the work of this team.

In addition to the long-term changes in these business practices, a list of 35 regulatory and policy changes have been identified that will facilitate timely completion of cadastral survey business, and increase levels of responsiveness and customer satisfaction.

A Project Review Board has been established for review and approval of team recommendations. Future modeling of the majority of business events will be completed by the end of 1995 with re-engineered processes implemented during 1996. The team is planned to be disbanded at the end of 1995 in favor of a smaller implementation group who will then develop performance measures.

California Desert Ecosystem

The California Desert lab is an "innovative management" laboratory rather than a "re-engineering" lab. BLM will address a number of management and land use challenges during implementation of the *California Desert Protection Act*. The Department has established a management transition process with over 33 interagency teams, including the co-location of staffs, sharing of human and financial resources, and the establishment of a Desert Managers Group to oversee interagency efforts to ensure NPR objectives are met.

A major objective is to "cut red tape," by managing the desert as one ecosystem which transcends administrative boundaries. Two examples focus on natural resource law enforcement and radio communications. In the case of law enforcement, the Fish and Wildlife Service (FWS), BLM, and the National Park Service (NPS) have agreed to protocols that will allow joint law enforcement throughout DOI-managed lands in the California Desert. Concerning radio communications, a desert-wide communications system for all DOI agencies has

been established and will eliminate the duplicative systems now in place.

This goes well beyond the boundaries of DOI. BLM is actively working with the Navy at China Lake Naval Weapons Center, with the Army at Fort Irwin, and with the Marines at Twenty Nine Palms to develop integrated management plans for sensitive areas.

This intensive effort is to be completed in 1995 with the development of performance measures to gauge how well DOI is meeting its objectives scheduled for 1996.

National Training Center (NTC)

Like the California Desert lab, the NTC lab is an "innovative management" laboratory rather than a "re-engineering" lab. A team has been formed and will be looking at innovative ways to address:

- ① new concepts in learning;
- ② training needs assessment process;
- ③ interagency training opportunities;
- ④ creative methods of distributing training; and,
- ⑤ international training opportunities.

As of January 1995, the team is in the initial stages of formation. Expected completion date for a report and recommendations addressing the five above areas is July 1995. Once decisions are reached on the team's recommendations, performance measures will be developed.

♦Reorganization♦

The Bureau of Land Management is pursuing a two-pronged organizational streamlining initiative—one that focuses on BLM's field organization and the other on its Headquarters organization. The two components are closely coordinated and share the overall objectives of reducing vertical layering, consolidation, decentralization, delegating decision-making to the lowest possible working level, all of which will maintain or increase on-the-ground management capability in this time of fiscal constraint.

Headquarters Reorganization

The changes described below were implemented subsequent to Congressional approval by Secretarial Order 3182, dated November 8, 1994. The new organization was placed in service on December 26, 1994, the beginning of the first pay period of calendar year 1995.

The objectives encompassed in the Headquarters reorganization are to reduce layers of unneeded review and increase the efficiency and effectiveness of Headquarters work. The approved changes are responsive to the National Performance Review recommendations, Executive Orders on government efficiency, and streamlining initiatives (including Departmental streamlining of public affairs, Congressional affairs, and personnel units). They are also consistent with changes to BLM's budget structure.

From a cost reduction standpoint, restructuring of the Headquarters Office will:

- ① improve the supervisor to employee ratio by increasing the span of control to 1:15;
- ② eliminate four senior level Deputy Assistant Director positions;
- ③ reduce the number of GS-14 and GS-15s and other "assistant" positions by eliminating unnecessary organizational layers; and,
- ④ help in simplifying and streamlining processes.

The reorganization restructures some current Assistant Directorates to better integrate and focus responsibilities. The new superstructure includes Assistant Directors for External Affairs, Resource Assessment and Planning, Resource Use and Protection, Human Resource Management, and Fiscal and Business Services. Recognizing the high priority and critical nature of BLM's Modernization Project, Information Resources Management (IRM) will be addressed through the Office (Project) of IRM/Modernization in Denver and an IRM staff (in Headquarters), both reporting to the Director/Deputy Director.

In the new organization, work currently done in program-oriented divisions/offices will be done by teams that report to Assistant Directors. The

interdisciplinary teams will be moving toward self-managing teams, which will decrease the need for supervisors, facilitate improvement in the ratio of supervisors to employees, and reduce the number of layers in the Headquarters organization. Significantly, the interdisciplinary teams will also reduce individual program boundaries and facilitate the management of the public lands under a broader ecosystem approach. Teams will operate under charters with outcome-oriented objectives and performance measures. The substructure of work teams and groups will be refined on a continuing basis through employee-management collaboration.

Another component of streamlining involves better integration of work/functions currently done at the BLM Service Center (SC). Functions at the SC will be reorganized into Denver-based National Centers (National Applied Resource Science Center, National Human Resource Management Center, and National Business Systems Center) and assigned to the Assistant Director responsible for those respective functions. This will increase efficiency and remove layering that currently exists between the two separate organizations.

Consistent with the Department's Wildland Fire Program Streamlining Strategy, the Headquarters Division of Fire and Aviation Policy and Management and the BLM National Interagency Fire Center (NIFC) Directorate (both in Boise, Idaho), will be consolidated into an Office of Fire and Aviation Management that will report to the Assistant Director, Resource Use and Protection. The Division of Law Enforcement and Resource Protection (located in Boise, Idaho) will also report to that Assistant Director.

Field Organization Strategy

In 1994, BLM State Offices assessed their organization within the parameters of Department Streamlining Plan, interdisciplinary ecosystems approach and within BLM mission and vision.

Mirroring the management ideas embraced in the Headquarters reorganization, the field offices will be team oriented, interdisciplinary, ecosystem-oriented, with decision-making delegated to the

lowest possible level, recognizing that the Resource Areas are the primary on-the-ground service delivery unit. Therefore, existing fiscal resources are directed to on-the-ground management and less for duplicative overhead as well as an improvement in public service.

Encompassed in the Field Office reorganization are the following actions:

- ① move appropriate field functions and personnel to District or Resource Areas with an emphasis on Resource Area operations (estimated at 655 positions);
- ② reduce middle management;
- ③ consolidate administrative and other appropriate functions;
- ④ increase span of control; and,
- ⑤ delegate decision-making to the field;

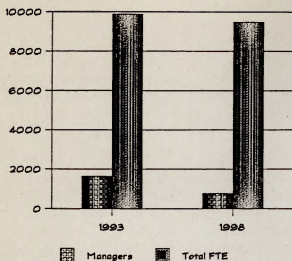
State Office boundaries and locations remain as they currently exist in 1995, and no District or Resource Area offices will be closed because of this effort.

Table 1. FTE Re-direction, 1994 to 1998.

	1994	1995	1996	1997	1998	Total
<i>From:</i> DOs/ SOs	-185	-296	-57	-61	-56	-655
<i>To:</i> RAOs	+185	+296	+57	+61	+56	+655
Net	0	0	0	0	0	0

The data in the above table reflects BLM's intention of making most of these adjustments by the end of 1995. Actual distribution by year and the total number of positions affected will be determined as the *Field Organizational Strategy* is implemented.

As part of this effort, BLM is improving its ratio of supervisors to employees. In 1993, the ratio was 1 supervisor to 6 employees. By 1998, the goal is 1 supervisor to 15 employees. The following graphic shows the total number of employees and supervisors:



The combination of the shift of personnel and reduction in the employee/supervisor ratios will substantially increase the number of BLM employees who are "on-the-ground" and who are the service providers who meet face-to-face with our customers.

1996 Budget Request Overview

The American people have a long-term investment in the resources managed by the Department. The 1996 Budget Request for BLM includes increases totaling \$52 million from the 1995 level. The total 1996 Budget level for the BLM is estimated at \$1,240,837,000. The 1996 President's Budget includes \$1,156,682,000 requested for Current Budget Authority, an increase of \$55,338,000 from the 1995 Enacted to Date Appropriations Level. For Permanent Budget Authority, the 1996 Estimate is \$84,155,000, a decrease of \$3,134,000 from the 1995 Enacted amount.

The BLM Budget request will support a total of 11,046 Budgeted FTE in 1996, which is level with the 1995 Budgeted level. Of this total, 203 FTE are estimated to be funded from reimbursable accounts and 87 FTE are funded from allocations received from other agencies. Also included in this total are

266 seasonal³ FTE that will be specifically devoted to furthering on-the-ground accomplishments in the following initiatives. Therefore, in line with the Administration's efforts to reduce full-time employment, BLM's permanent workforce will decrease by 2.4 percent in 1996.

◆Initiatives◆

While the BLM is actively involved in the above initiatives to assure that we operate efficiently and effectively, we are also involved in many direct mission-related natural resource management initiatives. Several of these initiatives involve long-standing controversies involving the Department, Congress, and the public about the best management and use of natural resources found on the public lands. Others relate to the Department's and BLM's response to new resource management challenges.

The discussion that follows of program increases and decreases reflects a carefully considered process of establishing and evaluating priorities, determining trade-offs between programs, and making difficult decisions in proposing funding allocations.

The President's Forest Plan

The President's *Forest Plan for a Sustainable Economy and Sustainable Environment* (the "Forest Plan") is a comprehensive and innovative blueprint for forest management, economic development, and coordination in the Pacific Northwest and Northern California.

The Department proposes \$30.2 million for Option 9 implementation in BLM which will focus on key watersheds and a comprehensive system of old growth reserves to protect old growth ecosystems.

BLM will continue to use watershed analysis and GIS systems to inventory and evaluate watershed conditions. These watershed analyses are the basic

³ Seasonal employees are those hired for specific short-term projects, such as staffing a campsite during the high use summer season, fighting fires, and similar activities.

building blocks that support future planning and decisions. BLM also manages four Adaptive Management Areas to develop and demonstrate new ways to integrate ecological and economic objectives. This will be the first year BLM will prepare approved timber sales under the rigorous criteria of the *Forest Plan* with the Ecological Timber program. There are currently no "on the shelf" BLM timber sales in the region. Funding will also be used to maintain young forest stands and in late successional reserves where the biological window for effective treatment is closing⁴.

NBS research is being conducted in Pacific Northwest ecosystems on stand, watershed, and landscape scales. Studies focus on the effects of forest and riparian management practices on the diversity and integrity of ecosystems development; testing of alternative silvicultural practices; and other high-priority research needs.

To do ecosystem restoration and create jobs, the Department requests \$30.0 million for "Jobs in the Woods" projects in the BLM (\$23.0 million), FWS (\$4.0 million), and BIA (\$3.0 million). This meets the Department's commitment to the interagency Memorandum of Understanding for economic assistance. This program provides employment opportunities for displaced timber workers by completing riparian improvements, road closures, and reforestation projects. USFS offers similar opportunities.

Recreational Fisheries

The Departmental budget proposes a \$8 million initiative to increase recreational fishing opportunities by improving water resources and fish populations. This initiative is intended to increase recreational resources and will rely heavily on partnerships with conservation groups such as Trout Unlimited and organizations such as the American Fisheries Society. Departmental agencies will work closely with these and other non-federal agencies to develop a strategic plan based on public demands. The Department will seek to enter into

partnerships with these outside groups to facilitate on-the-ground projects.

As part of this initiative, a \$4 million increase is proposed for BLM. This increase is proposed to be used for restoring the health of stream habitat and their native fish species. Some 200 miles of additional stream enhancement projects would be performed.

Projects would emphasize a wide variety of actions such as habitat restoration (e.g. reestablishing cover and shade, improving streambank stability), off-channel developments (e.g. upland actions that will direct vegetative usage away from the stream), and instream structures (e.g. logs, boulders, etc.). Funding is proposed to be used in the Northern California portion of the Pacific Northwest, the Great Basin (Nevada, Utah, Arizona, and Wyoming), and the Southwest (Southern California and Arizona). Implementation of these actions will not only benefit the fisheries as a recreational resource but also prevent species that are at the "critical edge" away from becoming listed as threatened or endangered.

California Desert

With passage of the *California Desert Protection Act* and resultant establishment of 69 new wilderness areas in late 1994, the Department has the opportunity to set a new standard for public lands management by managing the California desert as one ecosystem. We will do this more efficiently and in a more cost effective manner than ever before. The budget includes a \$5.0 million increase for BLM for boundary surveys and identification, mapping, and wilderness management, among other high priority needs. BLM will redirect existing resources to meet other implementation needs.

Recreational Resources

America's public lands are blessed with abundant, diverse and unique natural resources—open prairies, majestic mountains, scenic rivers and trails, wilderness areas and abundant and diverse wildlife resources. Many of these resources are in close proximity to other national treasures, such as National Parks. BLM is expecting a 1.2 million

⁴ USFS has already implemented the Ecological Timber Program.

visitor increase to the public lands by the end of 1996 to a total of 65 million visitors.

With the proposed change in distribution of recreation use fees from about 30 percent to 100 percent, BLM can better meet the expected increases in public demand for visitor services and experiences at most recreation sites and areas. Basic health and sanitation and the accessibility of facilities will be enhanced by on-the-ground improvements. In addition, the BLM would reduce use pressures on National Parks.

Firefighting Most Efficient Level (MEL)

The Department proposed the MEL as the underlying principle in budgeting for and in managing the Department's firefighting programs. MEL is the staffing and funding required to provide the most cost effective fire program that will meet established fire suppression standards and land management objectives. This proposal mirrors current Forest Service (FS) practices.

♦Major Program Changes♦

♦Management of Lands and Resources (MLR)♦

The MLR appropriation is the BLM's largest and primary operating account. It provides funding for the majority of the BLM's natural resources management and operational activities on the public lands. The 1996 Budget Request for MLR is \$616,547,000, a net increase of \$19,241,000 over the 1995 enacted level. Included in this overall increase from 1995 is a net increase of \$8,707,000 as a result of uncontrollable changes from the 1995 level in 1996; and program increases totaling \$10,534,000. The following major program changes are recommended in the 1996 President's Budget.

Land Resources

To allow high priority Secretarial initiatives to be implemented, the Public Domain Forest Management program will be decreased by \$1,000,000. This will reduce available sale volume and associated permit revenues. In addition, the Wild Horse and Burro Management program will be reduced by

\$750,000, reducing the levels of roundups and adoptions. A \$6.5 million increase (including \$800,000 in Wildlife Management) is proposed to accelerate the restoration of rangelands throughout the West.

Finally, an increase of \$258,000 is proposed to support the *North American Free Trade Act of 1994 (NAFTA)*. Cooperative efforts between the U.S. and Mexico will be initiated on four projects designed to enhance environmental education, share scientific data, protect unique natural and cultural resources, and to provide basic hydrologic and other resource data in the San Pedro River watershed.

Wildlife and Fisheries

In addition to the \$4 million program increase previously described for the Recreational Fisheries initiative, a \$750,000 increase is proposed for wildlife habitat improvement. This funding will be directed to expanding on-the-ground project developments in cooperation with private and state partners. Solving livestock and big game conflicts, enhancing waterfowl habitat and wetlands, and improving non-game migratory bird habitat will be emphasized.

Recreation Management

The Recreation Resource Management program is proposed to receive a \$250,000 increase to support increased visitor services and maintenance of recreational facilities. In addition, a base transfer from BLM to NPS of \$600,000 in the recreation program will be made to support the implementation of the *California Desert Protection Act of 1994*. A \$5,000,000 increase in the Wilderness Management program is proposed to support implementation of the *California Desert Protection Act* in the form of wilderness boundary surveys, delineation and signing, interim management planning, law enforcement and resource protection, mapping and map preparation, and wilderness management plans. The Recreation Operations program is requesting an increase of \$2,500,000 to improve recreation services and maintenance of existing fee sites. This increase represents a 100 percent return

to BLM of fees collected from recreation fee sites in the prior year.

Energy and Minerals

The Oil and Gas Management program will be decreased by \$1,000,000 which will result in the elimination of new leasing actions in states with little or no production from Federal Lands (Alaska, Arizona, Idaho, Oregon). The Other Minerals Management program will also be decreased by \$2,000,000 which will result in the elimination of new leasing actions on a Bureauwide basis. These reductions are necessary to enable progress to be made in other higher priority areas.

Realty and Ownership Management

The Alaska Conveyance program will be decreased by \$4,347,000, of which \$2,500,000 is a one-time Congressional add-on that occurred in 1995. This reduction will result in the elimination of exchanges in the State of Alaska and a reduction in the number of actions undertaken on Alaska settlement actions or cases involving title resolution. The Lands and Realty program will be decreased by \$500,000 which will result in the reduction of capability to process realty actions such as land disposals, temporary use and other types of realty use permits. These reductions are necessary to enable progress to be made in other higher priority areas.

Resource Protection and Maintenance

The hazardous materials management program is proposed to be decreased by \$500,000, which will result in reduced levels of training, assessments and studies, and lower priority cleanup efforts.

Workforce and Organizational Support

The Administrative Support program is proposed to be increased by \$950,000 to support implementation of the Interior Department Electronic Acquisition System (IDEAS). The remainder is due to a technical adjustment in the manner in which permanent change of station moves are funded.

Mining Law Administration (From Fees)

The Mining Law Administration program is proposed to be increased by \$6,051,000. The increase is needed to improve administration of the program under current authority, with emphasis on: implementation of bonding and occupancy regulations; conducting mineral examinations; facilitating improved coordination with States; and, assuring that standards for accepted practices are met.

♦Construction and Access♦

The 1996 construction program is funded at \$3,019,000, a reduction of \$7,934,000 from 1995. This reduction represents non-recurring costs associated with funding one-time construction projects in 1995. Also, BLM proposes to eliminate, as a separate program, access and easement acquisition (\$1,115,000). Benefitting activities will subsume any access or easement needs. These reductions are necessary to enable progress to be made in other higher priority areas.

♦Oregon and California Grant Lands♦

A program increase of \$3,766,000 is proposed to expand implementation of Option 9 of the *President's Forest Plan*. This funding, in conjunction with a redirection of \$5,584,000 in base funds, will bring BLM's commitment to Option 9 to a total of \$30,160,000.

Efforts to expand the "Jobs in the Woods" initiative will be accomplished through a proposed program increase of \$11,018,000. Increased funding levels will generate between 275 and 330 additional jobs while restoring natural resource conditions in Western Oregon.

A program increase of \$3,200,000 will be directed to reforestation efforts of harvested and denuded lands. Efforts will be expanded to identify and systematically eliminate the forest development backlog.

These increases will be offset by decreases totaling \$3,974,000 in O&C Construction, Facilities Maintenance, Transportation Maintenance, and Forest Management programs which will decrease trans-

portation planning, signing, and survey and design of access roads and other facilities. This reduction in lower priority items will not affect implementation of the *Forest Plan*.

♦*Land Acquisition*♦

A program increase of \$9,700,000 will be used to accelerate the completion of nine acquisition projects that are in progress and to initiate four new acquisition projects. These projects are directed towards the acquisition of lands with sensitive natural resource values to bring into a better relationship with the land ownership pattern.

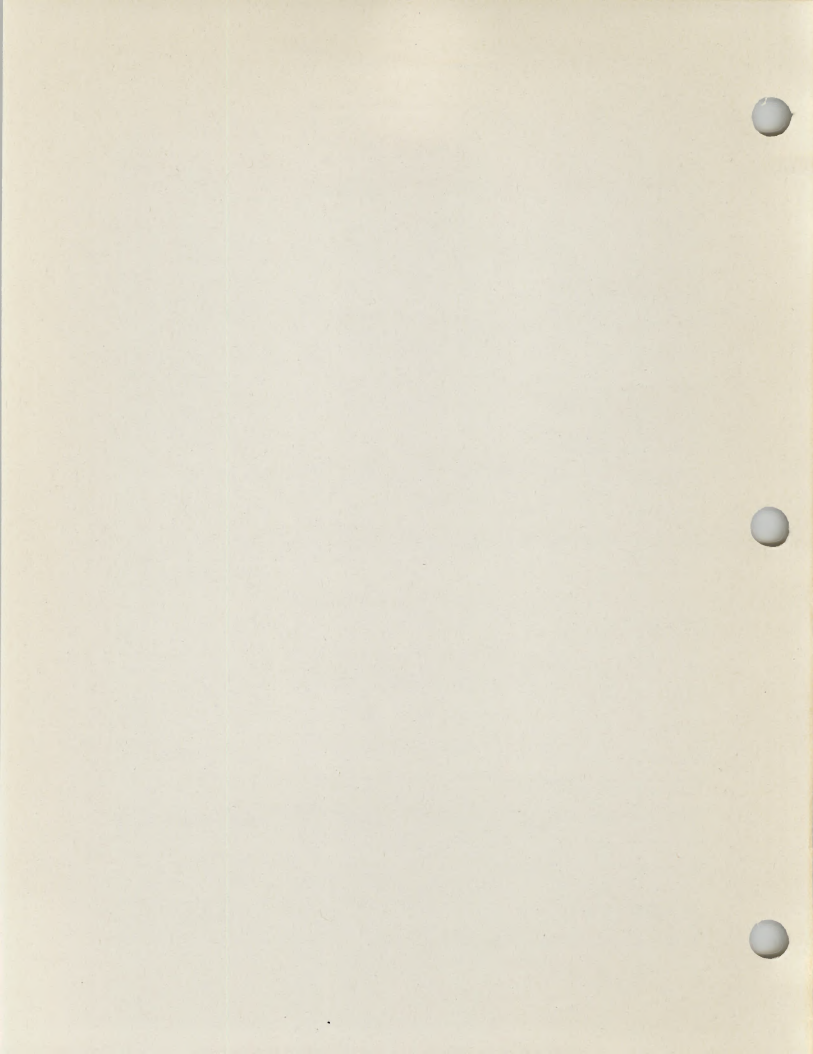
SUMMARY OF BUREAU APPROPRIATIONS
(dollars are in thousands)

Appropriations:		1995 Enacted Amount	1996 Requested Amount	Change from 1995 Amount
Current:				
Management of Lands and Resources	\$	597,306	616,547	19,241
	FTE	7,699	7,908	209
Fire Protection	\$	114,748	114,763	15
	FTE	1,050	1,050	0
Emergency DOI Firefighting Fund	\$	120,945	131,482	10,537
	FTE	195	0	(195)
Central HAZMAT Fund	\$	13,409	14,024	615
	FTE	0	0	0
Construction and Access	\$	12,068	3,019	(9,049)
	FTE	60	8	(52)
Payments in Lieu of Taxes	\$	103,909	113,911	10,002
	FTE	3	3	0
Land Acquisition	\$	14,757	24,473	9,716
	FTE	78	70	(8)
Oregon & California Grant Lands	\$	97,364	112,752	15,388
	FTE	1,290	1,392	102
Range Improvements	\$	10,350	9,113	(1,237)
	FTE	89	82	(7)
Service Charges, Deposits & Forfeitures	\$	8,883	8,993	110
	FTE	119	121	2
Miscellaneous Trust Funds (Indefinite)	\$	7,605	7,605	0
	FTE	64	64	0
Subtotal, Current Appropriations	\$	1,111,927	1,167,316	55,389
	FTE	10,647	10,698	51
Permanent and Trust:				
Miscellaneous Permanent Approps	\$	80,683	77,549	(3,134)
	FTE	0	0	0
Miscellaneous Trust Funds (Perm.)	\$	1,601	1,601	0
	FTE	12	11	(1)
Ops & Main of Quarters	\$	250	250	0
	FTE	2	2	0
Recreation Fee Collections	\$	255	255	0
	FTE	0	0	0
Forest Ecosystems Health & Recovery	\$	2,500	2,500	0
	FTE	10	10	0
Expenses, Road Maintenance Deposits	\$	2,000	2,000	0
	FTE	15	15	0
Subtotal, Permanents and Perm. Trusts	\$	87,313	84,178	(3,135)
	FTE	39	38	(1)
Reimbursements and Other Accounts (est. \$)	\$	40,400	40,450	50
	FTE	360	310	(50)
TOTAL, BUREAU OF LAND MANAGEMENT	\$	1,239,640	1,291,944	52,304
	FTE	11,046	11,046	0

SUMMARY OF BUREAU APPROPRIATIONS
(dollars are in thousands)

Appropriations:		1995 Enacted Amount	1996 Requested Amount	Change from 1995 Amount
Current:				
Management of Lands and Resources	\$	597,306	616,547	19,241
	FTE	7,699	7,908	209
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	FTE	1,290	1,392	102
Range Improvements	\$	10,350	9,113	(1,237)
	FTE	89	82	(7)
Service Charges, Deposits & Forfeitures	\$	8,883	8,983	110
	FTE	119	121	2
Miscellaneous Trust Funds (Indefinite)	\$	7,605	7,605	0
	FTE	64	64	0
Subtotal, Current Appropriations	\$	1,101,344	1,155,692	55,338
	FTE	10,647	10,698	51
Permanent and Trust:				
Miscellaneous Permanent Approps	\$	80,683	77,549	(3,134)
	FTE	0	0	0
Miscellaneous Trust Funds (Perm.)	\$	1,601	1,601	0
	FTE	12	11	(1)
Ops & Main of Quarters	\$	250	250	0
	FTE	2	2	0
Recreation Fee Collections	\$	255	255	0
	FTE	0	0	0
Forest Ecosystems Health & Recovery	\$	2,500	2,500	0
	FTE	10	10	0
Expenses, Road Maintenance Deposits	\$	2,000	2,000	0
	FTE	15	15	0
Subtotal, Permanents and Perm. Trusts	\$	87,289	84,155	(3,134)
	FTE	39	38	(1)
Reimbursements and Other Accounts (est. \$)	\$	40,400	40,450	50
	FTE	360	310	(50)
TOTAL, BUREAU OF LAND MANAGEMENT	\$	1,229,033	1,281,287	52,254
	FTE	11,046	11,046	0

Page 1-16, Section 1, of Budget Justifications subtotals both \$ and FTE. Correct numbers are outlined in BOLD on this sheet



Collections

Table 1. Collections in 1992, 1993, 1994, 1995 and 1996 (\$ 000s).

Collection Source	1992 Actual	1993 Actual	1994 Actual	1995 Estimated	1996 Estimated
Sale of Public Land and Materials	9,732	11,384	8,490	8,500	7,500
Miscellaneous Filing Fees	1,314	1,337	1,272	1,300	1,300
Mineral Leasing	838	900	1,307	900	900
Grazing Fees & LU Project Land Receipts	19,249	18,816	19,791	18,227	17,300
Timber Sales	204,608	157,671	75,428	73,560	99,600
Recreation Use Fees	1,671	2,276	2,062	4,000	4,500
Other Receipts, Service Charges, & Fees	28,513	119,419	78,379	50,555	44,133
<i>Total</i>	<i>265,925</i>	<i>311,803</i>	<i>186,729</i>	<i>157,042</i>	<i>175,233</i>

◆ General Introduction to Collections ◆

In 1996, the Bureau of Land Management (BLM) will collect an estimated total of \$175,233,000 from various sources such as sales of land and materials, grazing fees, timber sales, recreation use fees, and other miscellaneous sources. The 1996 estimate is an increase of \$18,191,000 from the 1995 estimated receipts. The primary reason for the increase in 1996 is an estimated increase in timber sale receipts due to the anticipated completion of Resource Management Plans based on the President's Forest Plan in the Pacific Northwest. There are also anticipated increases in recreation use fees, resulting from increases in the number of visitors and fee collections at additional developed recreation sites.

In addition to the receipts enumerated here, BLM activities contribute directly toward the generation of about \$1.1 billion in on shore mineral leasing receipts (bonuses, rents, royalties) connected with the leasing of onshore Federal minerals. (These mineral leasing receipts are reflected in the Minerals Management Service (MMS) budget.)

◆ Collections by Source ◆

Table 1 shows total BLM collections in 1992, 1993, and 1994, and the estimated collections for 1995 and 1996, by source.

◆ Descriptions ◆

- *Sales of Public Land and Materials* – This category includes receipts from the sale of Public Land, including land sales in Clark County, Nevada, under the *Burton-Santini Act*, and sales of vegetative and mineral materials, with the following exceptions:
 - Sale of timber from the Public Domain land;
 - Sale of land, materials and timber from Oregon and California (O&C) Grant Lands and from Coos Bay Wagon Road (CBWR) Lands;
 - Sale of land and materials from Land Utilization (LU) project lands;
 - Sale of land and materials from Reclamation Lands (reserved or withdrawn); and

- Sale of townsites and reclamation projects.

- **Miscellaneous Filing Fees** - An estimated \$1,300,000 in miscellaneous filing fees will be collected in 1996. These fees result primarily from filing fees for applications to noncompetitively lease oil and gas "over-the-counter" after tracts were offered in competitive sales and were not leased. This method of leasing was authorized by the *Federal Onshore Oil and Gas Leasing Reform Act of 1987* (Sec. 5101, P.L. 100-203). A small amount of receipts are collected from other miscellaneous filing fees, such as fees received for filing or recording documents; charges for registration of individuals, firms or products; and requests for approval of transfer of leases or permits.

- **Mineral Leasing** - This category includes rental collections from oil and gas pipeline rights-of-way associated with lands leased under the *Mineral Leasing Act (MLA)* and the *Mineral Leasing Act for Acquired Lands*. The MMS assumed responsibility for collection and distribution of most mineral leasing receipts in 1985. BLM continues to collect first-year rentals and initial bonuses from mineral leasing but deposits these receipts directly into MMS accounts.

- **Grazing Fees and Receipts from Land Utilization (LU) Project Lands** - This category includes all grazing fees collected from BLM administered Public Land and certain other receipts, such as from the sale of land and materials and mineral leasing from Land Utilization (LU) Project lands administered by the BLM.

From 1978 through 1985, Public Land grazing fees were based on a formula established in the *Public Rangelands Improvement Act of 1978 (PRIA)*. The statutory authority for this formula expired on December 31, 1985. On February 14, 1986, the President issued Executive Order 12548 directing the continued use of the PRIA formula to set grazing fees for the Public Lands. The grazing fee is updated annually based on index factors including, private land lease rates, beef cattle prices, and the cost of production.

Based on the PRIA formula, the fee has been \$1.86 per AUM for the 1989 grazing year, \$1.81 per AUM

for 1990, \$1.97 per AUM for 1991, \$1.92 per AUM for 1992, \$1.86 for 1993, and \$1.98 for the 1994 grazing year. For the 1995 grazing year, which will begin on March 1, 1995, the fee is \$1.61 per AUM. Anticipated grazing receipts reflect these fee rates.

Grazing and other receipts in this category are collected from the following sources:

- **Collections from Grazing, etc., Public Land Outside of Grazing Districts, BLM.** Includes receipts collected from grazing on Public Land outside of grazing districts organized under the authority of the *Taylor Grazing Act of 1934*, such as:

- Receipts from Public Land leased for grazing under the authority of *Section 15 of the Taylor Grazing Act*, and from grazing on LU Project Lands transferred to the Department of the Interior by *Executive Orders 10046, 10234, and 10322* to be administered by BLM under the authority of *Section 15 of the Taylor Grazing Act*;

- Receipts collected by other agencies under cooperative agreements; and

- Crossing fees and trespass collections for grazing on Section 15 Lands.

Excludes grazing receipts from O&C and Coos Bay Wagon Road Lands in Western Oregon, from LU Project Lands transferred by *Executive Orders 10787 and 10890*, and grazing receipts covered by other laws.

Fees from this source constitute 10 to 15 percent of total receipts in this category.

- **Collections from Grazing, etc., Public Land Within Grazing Districts, BLM.** Includes grazing receipts from Public Land within organized grazing districts established under the authority of *Section 3 of the Taylor Grazing Act of 1934*, receipts from grazing on LU Project Lands transferred to BLM administration under *Executive Orders 10046, 10234, and 10322*, and from crossing fees and trespass collections from grazing on Section 3 Lands. Fees from this source constitute 75 to 80 percent of total receipts in this category.

Table 2 Timber Collections 1991 - 1996 (\$ 000s).

Source	1991 Actual	1992 Actual	1993 Actual	1994 Actual	1995 Estimated	1996 Estimated
Oregon and California Grant Lands	139,548	181,304	131,359	60,075	59,670	83,700
Coos Road Wagon Road Lands	4,270	6,789	3,475	4,062	4,290	6,300
Public Domain (incl. western Oregon)	24,330	16,618	17,675	7,817	6,600	6,600
Forest Ecosystem (sale of salvage timber)	0	0	5,627	3,473	3,000	3,000
<i>Total</i>	<i>168,148</i>	<i>204,711</i>	<i>157,670</i>	<i>75,427</i>	<i>73,560</i>	<i>99,600</i>

• *Collections from Land Utilization (LU) Project Lands, BLM.* Includes all receipts from grazing and the sale of land and mineral leasing from LU project lands which were acquired under the authority of the *Bankhead-Jones Act of 1937* and transferred to the Department of the Interior by *Executive Orders 10787 and 10890* for administration by BLM. Total fees from this source constitute 5 to 10 percent of total receipts in this category.

Fifty percent of all grazing receipts collected under the Taylor Grazing Act and 50 percent of all receipts (including mineral receipts) from LU Project Lands transferred to BLM by *Executive Orders 10787 and 10890* are allocated to the Range Improvements Fund. As provided in the *Taylor Grazing Act, FLPMA, and the Public Rangelands Improvement Act*, when appropriated by Congress, these funds are available for the construction, purchase and development of range improvements. Appropriations are made from the receipts collected during the previous fiscal year.

• *Timber Sales* - Included are collections from the sale of timber and other natural land products from the Oregon and California (O&C) Grant Lands and from the Coos Bay Wagon Road Lands (CBWR) in Oregon, from reserved or withdrawn lands under the jurisdiction of the Bureau of Reclamation, from sale of town sites within reclamation projects, and from public domain timber sales. Estimates are based on historical data, anticipated changes in factors affecting timber demand, and local timber market conditions.

• *Timber Collections* - The 1994 timber sale receipts were down from 1993, primarily due to the lack of new timber on the market, and a reduction in the volume of timber previously sold but uncut.

The estimated 1995 collections will be down from the 1994 level. In addition to less new timber on the market, the volume of previously sold, but uncut, timber will be exhausted. Even if market conditions improve, the volume available for harvest will be at an all-time low due to the effects of court injunctions.

New resource management plans will be implemented in 1995 which will allow BLM to offer timber for sale in Western Oregon. Receipts for 1995 are derived from a technical estimate of a harvest level of 167 MMBF in 1995.

• *Timber Salvage Receipts* - Beginning in 1993, the Forest Ecosystem Health and Recovery Fund was established and funded from the revenue generated from the Federal share of receipts from the sale of salvage timber on the Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. The estimated collections for 1996 are \$3,000,000. Since this revenue is dedicated to the Fund, it is now being identified separately in these tables.

• *Recreation Use Fees* - Funds in this program are used to improve the condition of recreation facilities from which fees are collected, perform recrea-

tion facilities maintenance and provide for general operation of fee generating recreational sites. The funding comes from the fees collected for recreation use of the public lands under BLM's Recreation Permit programs in the preceding fiscal year. The *Omnibus Budget Reconciliation Act of 1993* amended the *Land and Water Conservation Fund Act (LWCF)* and further expanded collection of recreation use fees deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allowed BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.). These amendments provided the basis to increase recreation fee collections to field managers to emphasize recreation maintenance, visitor services, and improve customer satisfaction at all recreation facilities.

The 1996 appropriation will be derived from the recreation receipts collected in 1995 and are expected to total approximately \$4.0 million. Prior to 1996 only a portion of the recreation user fees were appropriated for use by BLM. The budget proposes to improve visitor services and enhance recreation maintenance for fee sites.

The funds are appropriated to BLM as part of the "Management of Lands and Resources" account.

- *Other Receipts, Service Charges, and Fees* - The major categories of other receipts collected by the BLM that are not otherwise classified are:

- Rent of land for authorized commercial, industrial and residential purposes;

- Annual rentals from rights-of-way permits (except those issued under the authority of the Mineral Leasing Act);

- Service Charges, Deposits, and Forfeitures include revenues from special program services such as road maintenance fees, rights-of-way application processing fees, wild horse and burro adoption fees, fees charged to timber sale purchasers when BLM performs work required by the contract, reimbursement to the government for damage to lands and resources, and copy fees;

- Contributions, which are funds contributed to BLM from non-federal sources for projects or work as authorized by the *Federal Land Policy and Management Act*, *Taylor Grazing Act*, *Sikes Act*, and other laws; and

- mining claim-related fees: The *Department of the Interior and Related Agencies Appropriations Act for 1989* (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The *Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66)* established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

The *Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138)* provided that funds shall be available to BLM for Mining Law Administration program operations, to be reduced by amounts collected from annual mining claim fees.

The budget assumes the continuation of the "holding" fee and the use of these fees as authorized above in 1996.

Table 3. Payments of Bureau of Land Management Receipts to States, 1994 (\$ rounded to nearest thousands; actual).

State	Mineral Leases and Permits ¹	Grazing Receipts Outside Grazing Districts	Grazing Receipts Inside Grazing Districts	Sale of Public Land and Materials	Other	Total
Alaska	26,000	0	0	6,000	0	32,000
Arizona	25,000	135,000	92,000	31,000	0	283,000
California	49,000	111,000	23,000	124,000	0	307,000
Colorado	70,000	40,000	107,000	20,000	0	237,000
Idaho	14,000	32,000	247,000	29,000	0	322,000
Montana	10,000	668,000	172,000	44,000	0	894,000
Nebraska	0	1,000	0	0	0	1,000
Nevada	6,000	16,000	333,000	489,000 ²	0	844,000
New Mexico	260,000	230,000 ¹¹	336,000	36,000	0	862,000
North Dakota	0	9,000	0	2,000	0	11,000
Oklahoma	6,000 ¹²	0	0	0	0	6,000
Oregon	3,000	44,000	181,000	186,000	98,267,000 ¹³	98,681,000
South Dakota	0	86,000	0	0	0	86,000
Utah	25,000	0	198,000	25,000	0	248,000
Washington	0	27,000	0	32,000	0	59,000
Wisconsin	0	0	0	3,000	0	3,000
Wyoming	180,000	457,000	238,000	41,000	0	916,000
Totals	674,000	1,856,000	1,927,000	1,068,000	98,267,000	103,792,000

¹ BLM continues to make payments on receipts from the National Petroleum Reserve—Alaska and other minor categories of mineral receipts even though MMS has primary responsibility for mineral receipts collection.

² Includes Nevada land sales.

¹¹ Includes National Grasslands, grazing and minerals receipts.

¹² Includes Oklahoma royalties.

¹³ Includes \$97,642,000 from O&C Grant Lands and \$625,000 from Coos Bay Wagon Road timber receipts.

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Appropriation: Management of Lands and Resources*Appropriation Language Sheet*

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, *acquisition of easements and other interests in lands*, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau [of Land Management, \$98,449,000] \$616,547,000, to remain available until expended, [including \$1,462,000 to] *of which \$4,000,000 shall be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(1)); of which \$1,000,000 shall be available, subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for challenge cost share projects supporting fish and wildlife conservation affecting Federal lands: Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau [of Land Management] or its contractors; and in addition, \$21,650,000 for Mining Law Administration program operations, to remain available until expended, to be reduced by amounts collected by the Bureau of Land Management and credited to this appropriation from annual mining claim fees so as to result in a final appropriation estimated at not more than [\$98,449,000] \$616,547,000: Provided further, That in addition to funds otherwise available, and to remain available until expended, not to exceed \$5,000,000 from annual mining claim fees shall be credited to this account for the costs of administering the mining claim fee program, and [shall remain available until expended] \$2,000,000 shall be made available from communication site rental fees established by the Bureau.*

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Changes

1. Insert: *acquisition of easements and other interest in lands,*

BLM proposes to eliminate funding for access and easement acquisition in the "Construction and Access" account in 1996. The rationale is that urgently-needed acquisitions should be financed by the benefiting program (e.g., recreation, forest management, etc.). The benefiting programs are funded in the "Management of Lands and Resources" account.

The insertion would make clear that BLM may use appropriations for the benefiting programs to acquire easements and access to carry out its programs.

2. Insert: *of which \$4,000,000 shall*

The purpose of this language addition is to provide that of the \$4,000,000 made available for the recreation operations program in this account, that the increase amount of \$2,538,000 shall be derived from the additional offsetting receipts estimated to be collected by the BLM from recreation user fees established by the Bureau under the authority granted to it in the LWCF Act, as amended, and by the provisions of Title X, Subtitle A of the Omnibus Budget Reconciliation Act 1993, instead of by direct appropriation of new budget authority. The previous amount of \$1,462,000 would continue to be derived by appropriation of receipts credited from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(l)).

3. Insert: *of which \$1,000,000 shall be available, subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for challenge cost share projects supporting fish and wildlife conservation affecting Federal lands: Provided,*

This language is needed to allow BLM to enter into a cooperative agreement with the National Fish and Wildlife Foundation whereby the National Fish and Wildlife Foundation would administer and facilitate

up to \$1,000,000 in challenge cost share project work. Challenge cost share projects would be designed to promote fish and wildlife conservation.

4. Insert: *and to remain available until expended,*

Editorial change for clarification.

5. Insert: *\$2,000,000 shall be made available from communication site rental fees established by the Bureau.*

This language is needed to allow the BLM to utilize the additional collections from the new communications site rental fees established by regulation for program operations purposes. Increases in the fees had previously been limited by General Provisions language in the 1994 Department of the Interior Appropriations Act.

Appropriation Language Citations

For expenses necessary for protection, use, improvement, development, disposal, cadastral surveying, classification, acquisition of easements and other interests in lands, and performance of other functions, including maintenance of facilities as authorized by law, in the management of lands and their resources under the jurisdiction of the Bureau of Land Management, including the general administration of the Bureau [of Land Management, 598,449,000] \$616,547,000, to remain available until expended, [including \$1,462,000 to] *of which \$4,000,000 shall be derived from the special receipt account established by section 4 of the Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 4601-6a(l)); of which \$1,000,000 shall be available, subject to a match by at least an equal amount by the National Fish and Wildlife Foundation, to such Foundation for challenge cost share projects supporting fish and wildlife conservation affecting Federal lands: Provided, That appropriations herein made shall not be available for the destruction of healthy, unadopted, wild horses and burros in the care of the Bureau [of Land Management] or its contractors; and in addition, \$21,650,000 for Mining Law Administration program operations, to remain available until expended, to be reduced by amounts collected by the Bureau of Land Management and credited to*

this appropriation from annual mining claim fees so as to result in a final appropriation estimated at not more than [\$598,449,000] \$616,547,000: *Provided further*, That in addition to funds otherwise available, and to remain available until expended, not to exceed \$5,000,000 from annual mining claim fees shall be credited to this account for the costs of administering the mining claim fee program, and [shall remain available until expended] \$2,000,000 shall be made available from communication site rental fees established by the Bureau. (Department of the Interior and Related Agencies Appropriations Act, 1995.)

16 U.S.C. 594,

30 U.S.C. 181 et seq.,

30 U.S.C. 351-359;

43 U.S.C. 2, 31(a), 52, 315,

43 U.S.C. 1701 et seq., and 1901 et seq.,

78 Stat. 986,

P.L. 103-332

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease, or the ravages of beetles or other insects, timber on the public lands owned by the United States.

30 U.S.C. 181 et seq., the Mineral Leasing Act of 1920, as amended, provides for the leasing of deposits of coal, phosphate, sodium, potassium, oil, oil shale, native asphalt, solid and semi-solid bitumen, and bituminous rock or gas, and lands containing such deposits owned by the United States, including those in national forests, but excluding those acquired under other acts subsequent to February 25, 1920, and those within the national petroleum and oil shale reserves. The Act also preserves the right of pre-1920 oil shale mining claims to be patented.

30 U.S.C. 351-359, the Mineral Leasing Act for Acquired Lands, provides for the leasing of coal, phosphate, oil, oil shale, gas, sodium, potassium, and sulfur which are owned or acquired by the United States and which are within the lands acquired by the United States, with the consent of the head of the agency having jurisdiction over the lands containing such deposits.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the public lands of the United States.

43 U.S.C. 31(a) provides for the classification of the public lands and examination of the geological structure, mineral resources, and products of the national domain.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked, without delay, all base and meridian lines through such points and perpetuated by such monuments, and such other correction parallels and meridians as may be prescribed; that all private land claims shall be surveyed after they have been confirmed by authority of Congress, so far as may be necessary to complete the survey of the public lands; and that he shall transmit general and particular plats of all lands surveyed by him to such officers as he may designate.

43 U.S.C. 315, the Taylor Grazing Act of 1934, as amended, provides that the Secretary of the Interior is authorized to establish grazing districts from any part of the public domain of the United States (exclusive of Alaska) which, in his opinion, are chiefly valuable for grazing and raising forage crops, to regulate and administer grazing use of the public lands, and to improve the public rangelands.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for

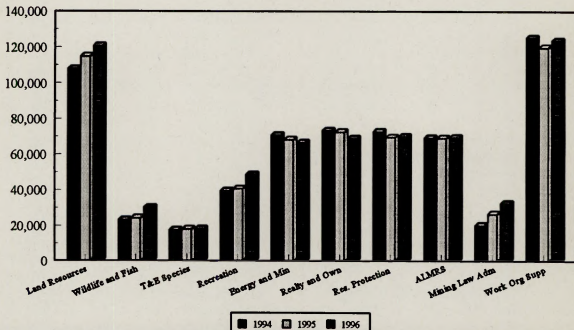
protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1901 et seq., the *Public Rangelands Improvement Act of 1978*, provides for the improvement of range conditions on public rangelands, research on wild horse and burro population dynamics, and other range management practices.

78 Stat. 986 provides for the classification of certain lands administered exclusively by the Secretary of the Interior in order to provide for their disposal or interim management under principles of multiple-use and to produce a sustained yield of products and services. Although this authority has expired, the classifications remain in effect.

Management of Lands and Resources

(Dollars in 000s)



Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
MANAGEMENT OF LANDS & RESOURCES	7,197	600,060	7,699	597,306	0	8,330	209	10,911	7,908	616,547	209	19,241
Land Resources	1,487	107,806	1,826	114,779	0	1,328	66	4,481	1,892	120,588	66	5,809
Soil, Water, & Air	210	15,356	290	17,386	0	244	17	1,433	307	19,063	17	1,677
Rangeland	692	44,249	900	47,669	0	414	28	1,900	928	49,983	28	2,314
Forestry	98	7,007	96	6,753	0	119	(12)	(1,000)	84	5,872	(12)	(881)
Riparian	174	12,690	220	14,014	0	191	36	2,500	256	16,705	36	2,691
Cultural Resources	157	11,801	158	12,037	0	185	6	398	164	12,620	6	583
Wild Horses & Burros	156	16,703	162	16,920	0	175	(9)	(750)	153	16,345	(9)	(575)
Wildlife & Fisheries	304	23,250	359	24,355	0	314	23	5,550	382	30,219	23	5,864
Wildlife	224	17,163	279	18,291	0	232	19	1,550	298	20,073	19	1,782
Fisheries	80	6,087	80	6,064	0	82	4	4,000	84	10,146	4	4,082
Threatened & Endangered Species	229	17,531	242	18,046	0	301	0	0	242	18,347	0	301
Recreation	599	39,564	675	40,737	0	73	144	7,775	819	48,585	144	7,848
Wilderness	186	12,998	209	13,392	0	(391)	85	5,000	294	18,001	85	4,609
Recreation	390	25,104	443	25,889	0	448	4	250	447	26,587	4	698
Recreation Operations	23	1,462	23	1,456	0	16	55	2,525	78	3,997	55	2,541
Energy & Minerals	1,114	70,876	1,101	68,223	0	1,339	(37)	(3,000)	1,064	66,562	(37)	(1,661)
Oil & Gas	855	52,908	852	51,793	0	1,007	(13)	(1,000)	839	51,800	(13)	7
Coal	121	8,431	114	7,854	0	159	0	0	114	8,013	0	159
Other Mineral Resources	138	9,537	135	8,576	0	173	(24)	(2,000)	111	6,749	(24)	(1,827)
Realty & Ownership	983	73,427	993	72,597	0	1,202	(23)	(4,847)	970	68,952	(23)	(3,645)
Alaska Conveyance & Lands	336	32,074	330	31,380	0	448	(20)	(4,347)	310	27,481	(20)	(3,899)
Cadastral Survey	192	13,194	190	12,331	0	223	0	0	190	12,554	0	223
Land & Realty	455	28,159	473	28,886	0	531	(3)	(500)	470	28,917	(3)	31
Resource Protection and Maintenance	785	72,733	784	69,668	0	1,031	(13)	(500)	771	70,199	(13)	531
Resource Mgt Planning	122	9,834	122	9,542	0	160	1	0	123	9,702	1	160
Facilities Maintenance	381	32,809	381	32,806	0	457	2	0	383	33,263	2	457
Resource Prot. & Law Enfor	91	10,136	91	10,182	0	144	0	0	91	10,326	0	144
Hazardous Materials	191	19,954	190	17,138	0	270	(16)	(500)	174	16,908	(16)	(230)
Automated Land & Mineral Recordation	236	69,418	238	69,181	0	322	0	0	238	69,503	0	322
Mining Law Administration	227	0	476	0	0	0	60	0	536	0	60	0
Mining Law Administration	321	15,300	371	21,609	0	0	60	6,041	431	27,650	60	6,041
Mining Claim Fee	104	5,000	105	4,990	0	0	0	0	105	5,000	0	10
Offsetting Collections		(20,300)		(26,599)	0	0	0	(6,051)		(32,650)	0	(6,051)
Jobs-In-The-Woods	0	200	0	0	0	0	0	0	0	0	0	0
Workforce and Organizational Support	1,129	125,255	1,005	119,720	0	2,420	(11)	1,452	994	123,592	(11)	3,872
Information Systems Opera	196	15,597	195	14,900	0	354	0	1,000	195	16,254	0	1,354
Resource Data Acquisition	74	5,451	0	0	0	0	0	0	0	0	0	0
Administrative Support	859	47,591	810	46,517	0	1,123	(11)	2,589	799	50,229	(11)	3,712
Bureauwide Fixed Costs	0	56,616	0	58,303	0	943	0	(2,137)	0	57,109	0	(1,194)

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Management of Lands and Resources

	1995 Enacted	1996 Change
Administrative and FTE reductions		(378)
Bureau's participation in the Administration's program to increase the administrative productivity of the Federal government and the Bureau's share of the Administration's goal of reducing Federal positions.		
Additional cost in 1996 of the January 1995 Pay Raises	3,737	1,255
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1995.		
Additional cost in 1996 of the January 1996 Pay Raises		5,128
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		
One-additional Paid Day in Fiscal Year 1996		1,235
The adjustment reflects the fact that FY 1996 has one more paid day than in FY 1995.		
Per Capita Charge Required by Buy-out Legislation		675
The adjustment is to offset the \$80 per employee charge placed on Federal agencies through 1998 by the Federal Workforce Restructuring Act of 1994.		
Rental Payments to GSA	37,711	943
The adjustment is for changes in the costs payable to GSA resulting from changes in rates for office and non-office space. This change includes the Office of Management and Budget/General Services Administration initiative to control 1996 space cost increases.		
OSHA Training		72
The adjustment is to fund training for the Departmental Occupational Safety and Health Training initiative.		
Base Transfer in Wilderness Program		(600)
The adjustment reflects a base transfer from BLM to the National Park Service tied to shifting responsibilities related to the mgmt. of the East Mojave National Park, as established in the "California Desert Protection Act."		

Activity Summary

Activity: Land Resources

Table 1. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Soil, Water, Air Mgmt. \$	15,356	17,386	+244	+1,433	19,063	+1,677
FTE	210	290	0	+17	307	+17
Rangeland Mgmt. \$	44,249	47,669	+414	+1,900	49,983	+2,314
FTE	692	900	0	+28	928	+28
Forestry Mgmt. \$	7,007	6,753	+119	-1,000	5,872	-881
FTE	98	96	0	-12	84	-12
Riparian Mgmt. \$	12,690	14,014	+191	+2,500	16,705	+2,691
FTE	174	220	0	+36	256	+36
Cultural Resources Mgmt. \$	11,801	12,037	+185	+398	12,620	+583
FTE	157	158	0	+6	164	+6
Wild Horse & Burro Mgmt. \$	16,703	16,920	+175	-750	16,345	-575
FTE	156	162	0	-9	153	-9
Total Dollars	107,806	114,779	+1,328	+4,481	120,588	+5,809
Total FTE	1,487	1,826	0	+66	1,892	+66

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.) provides for resource management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It provides for the management of the public lands in a manner that will protect the quality of ecological, environmental, air and atmospheric, and water resource values. It requires the preparation and maintenance of an inventory of public land resources on a continuing basis, and compliance with applicable state and federal air and water pollution control laws. It also requires

the protection of scientific, scenic, historical and archaeological values; preservation and protection of certain public land in its natural condition. It directs that areas of critical environmental concern be given priority in the inventory of public land, in developing and revising land use plans, and in applying special protective management. It provides for the management of the California Desert Conservation Area and implementation of the Desert Plan.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range

management practices and that the condition of the public rangelands be improved so that they become as productive as feasible for watershed protection, livestock grazing, wildlife habitat and other rangeland values.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315), provides for the regulation of livestock grazing, improvement of the productive capacity of the public rangeland, and stabilization of the livestock industry. It provides for the evaluation of erosion control, the development of improvements necessary to enhance watershed values, and wildlife management on public lands.

The Farm Tenant Act of 1937 ("Bankhead-Jones Act") (7 U.S.C. 1012-1013A) provides for management of lands acquired under this Act, some of which are under the jurisdiction of the BLM.

The Carlson - Foley Act of 1968 (42 U.S.C. 1241-1243) authorizes the agency to reimburse States for expenditures associated with coordinated control of noxious plants.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires the preparation of environmental impact statements for any Federal project which may have a significant effect on the environment. It requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) provides for the management, protection and control of wild horses and burros on public lands and authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Clean Water Act, as amended by the Water Quality Act of 1987 (33 U.S.C. 404), requires BLM to participate in State and Federal water quality planning and permitting activities which require exchanging data, resource planning, revising standards, and

developing management practices for the control of non-point source pollution.

The Safe Drinking Water Act Amendments of 1977 (42 U.S.C. 201), amends §2 of the Safe Drinking Water Act to require compliance with all Federal, State, or local statutes for safe drinking water.

The Colorado River Basin Salinity Control Act Amendment of 1984 (43 U.S.C. 1593), amends §203 of the Colorado River Basin Salinity Control Act and directs the Department of the Interior to undertake research and develop demonstration projects to identify methods to improve the water quality of the Colorado River. The amendment requires BLM to develop a comprehensive salinity control program, and to undertake advanced planning on the Sinbad Valley Unit.

The National Dam Inspection Act of 1972 (33 U.S.C. 467), requires the Secretary of the Army, acting through the Chief of Engineers, to carry out a dam inspection program to protect human life and property. The Secretary establishes a comprehensive national program of inspection, regulation and coordination of responsibilities assumed by Federal agencies. BLM is responsible for collecting data on dams of 25 feet or more in height which impound 50 acre-feet of water or more on the public land.

The Soil and Water Resources Conservation Act of 1977 (16 U.S.C. 2001), provides for the conservation, protection and enhancement of the Nation's soil, water, and related resources for sustained use.

The Clean Air Act of 1990 as amended (42 U.S.C. 7401-7642), requires BLM to protect air quality, maintain Federal and State designated air quality standards and abide by the requirements of the State implementation plans.

The Antiquities Act of 1906 (16 U.S.C. 432) provides protection for cultural resources on Federal lands and imposes penalties for excavation or appropriation without a permit.

The Historic Sites Act (16 U.S.C. 461) declares national policy to identify and preserve "historic sites, buildings, objects, and antiquities" of national

significance, providing a foundation for the National Register of Historic Places. The National Historic Landmarks program of the National Park Service stems from this act.

The National Historic Preservation Act of 1966, as amended (16 U.S.C. 470) expands protection of historic and archaeological properties to include those of national, State and local significance. It also directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

The Archaeological Resources Protection Act of 1979, as amended (ARPA) (16 U.S.C. 470a, 470cc and 470ee) requires permits for the excavation or removal of Federally administered archaeological resources, encourages increased cooperation among Federal agencies and private individuals, provides stringent criminal and civil penalties for violation of prohibitions, and requires Federal agencies to develop plans and schedules for inventory of lands to identify important resources vulnerable to looting, and to develop a violation tracking system.

The Chacoan Culture Preservation Act of 1980 (16 U.S.C. 410) provides for preservation, protection, research, and interpretation of the Chacoan system, including 33 "Archaeological Protection Sites", located throughout the San Juan Basin on public, State, Indian and private lands.

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 (25 U.S.C. 3001) requires agencies to inventory archaeological and ethnological collections in their possession or control (which includes non-Federal museums) for human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; identify them geographically and culturally; and notify appropriate tribes within 5 years.

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes.

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes.

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area.

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu-21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 F.R. 26951) provides for the restoration and preservation of national and beneficial floodplain values and enhance the natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 F.R. 26961) directs that wetland and riparian habitats on the Public Lands be identified, protected, enhanced, and managed.

Executive Order 12088, Federal Compliance with Pollution Control Standards October 17, 1978 (43 F.R. 47707), sets the requirements for standards applicability, agency coordination and limits on exemptions from standards.

E.O. 11593 of May 13, 1971, Protection and Enhancement of the Cultural Environment (36 FR 8921) directs Federal agencies to locate, inventory, nominate, and protect Federally owned cultural resources

eligible for the National Register of Historic Places, and to ensure that their plans and programs contribute to preservation and enhancement of non-Federally owned resources.

◆Activity Description◆

This activity provides for integrated management of the public land resources. BLM manages these resources on a landscape basis in which each subactivity contributes to the whole in which the interrelationships of public land resources and uses are recognized.

The overall objective is to provide resource values, uses and benefits, such as recreational use; forest lands; watershed values; riparian habitat; wildlife and fisheries habitat; forage for livestock; cultural values; and wild horse and burro habitat. Subactivities within the Land Resources are summarized below.

◆Soil, Water, and Air Management◆

The program provides for the protection of soils, watershed values, and air resources on the public lands, reduces salinity and runoff from the public lands to protect water quality and provide basic data and technical information for public land soil, water and air resources.

◆Rangeland Management◆

Rangeland management is a major part of the BLM's multiple-use approach to public lands ecosystem and natural resource management. Through interdisciplinary management techniques, range management activities contribute to the well being of other programs. Activities, such as inventory and monitoring, the development of vegetation objectives and activity plan development are completed jointly with other programs in order to meet wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

BLM stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions.

◆Forestry Management◆

BLM is responsible for the management, development, and protection of approximately 45 million acres of forest land in 11 western States and Alaska (excluding western Oregon). An estimated 9 million acres are forest lands of commercial timber capability, including a potential 7 million acres in Alaska, and 36 million acres are woodland. These forested lands are uniquely woven throughout the public lands.

In 1990 a strategic plan "Forests; Our Growing Legacy" was designed to improve BLM's capability and effectiveness in addressing a new philosophy in forest management practices. The strategic plan emphasizes overall forest ecosystem management while providing for the harvest of commercial timber and other forest products. Implementation guidelines were completed in 1991. This document complements other BLM strategic plans including *Fish and Wildlife 2000*, *Recreation 2000*, and the *Riparian/Wetlands Initiative*. This forest management strategy is an essential link to these other BLM programs and strategic plans, and reflects the new forest policy of managing from a forest ecosystems perspective.

◆Riparian Management◆

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the public lands. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well.

The BLM places a high priority on the management and improvement of riparian-wetland systems.

Riparian area management is a key issue on rangeland areas and continues to be a focal point of resource management priorities. These areas have ecological significance far beyond their small acreage. They provide vital components of the habitat for hundreds of wildlife and fish species, remove sediment from water, afford greater water storage capacity, dissipate flood waters and offer excellent recreational opportunities.

The strategies for restoration and management of these vital areas include interdisciplinary efforts and a participatory approach, especially in concert with livestock grazing management activities.

◆Cultural Resources Management◆

As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically important body of cultural resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of public lands in the 11 western States and Alaska, or about four percent of the total area. More than 175,000 cultural properties (e.g., archaeological and historic sites) have been discovered through this inventory, with estimates of the total number ranging between four and five million. These resources span the entire period of human presence in the Western Hemisphere.

BLM's Resource Management Plans (RMPs) broadly categorize all cultural resources in terms of their public and scientific uses, and establish priorities for developing more detailed cultural resource management plans which set out precise on-the-ground management actions.

◆Wild Horse & Burro Management◆

In June, 1992, the BLM completed the *Strategic Plan for Management of Wild Horses and Burros on Public Land*. This plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd

management plans. There are currently, about 42,400 wild horses and burros on public lands.

◆Performance & Workload Measures◆

The BLM is initiating actions to develop appropriate performance and workload measures for programs in the Land Resources Activity as well as for other BLM programs. Accomplishment measures which have traditionally been tracked in BLM budget justifications generally reflect annual accomplishments and are appropriate to indicate program emphasis shifts and effects of changes in funding levels. We feel it is appropriate to continue to track certain of these workload accomplishment measures.

Improvement in rangeland health or water quality may be appropriate performance measures to be tracked on a long-term basis. The typical slow rate of change in soil, water, and vegetation conditions may make it impractical to track these types of performance measures annually. In addition, it may be cost prohibitive to complete the necessary monitoring and assessment to allow reporting on an annual basis. Periodically, the overall health of watersheds, rangelands or water resources could be reported, based on new resource inventories or an assessment of various resource data which is gathered over a period of years. The performance measures that BLM is working to develop through the National Performance Review process are considering these and other factors.

The workload accomplishment measures reported on the subactivity accomplishment tables have been modified somewhat from previous years. These changes have been made to: 1) better reflect major BLM workloads; 2) eliminate measures which are affected very little by annual funding changes; 3) eliminate duplication of measures between subactivities; and 4) identify measures for the new riparian subactivity.

By eliminating ineffective workload measures and duplication of measures between subactivities, field offices are able to provide more accurate data at reduced costs. Workload measures will be evaluated based on BLM's ongoing Performance Review

process. Following is a summary of changes in the workload measures for the Land Resources Activity:

- The rangeland and watershed *Project Developments* which were previously tracked and reported separately have been combined. Most projects funded by these subactivities improve both watershed and rangeland conditions and could be counted in either category and sometimes were double counted. The number of projects developed also includes projects which will be developed in the riparian and wild horse and burro subactivities.
- The *Project Development* measure has been separated into structural projects and vegetation treatment projects to better depict actual workloads.
- *Acres of Weed Control* has been added to track this emerging priority. It will provide consistency with the Range Improvement Account and will allow the total acres of weed control for the two accounts to be determined.
- *Grazing Leases/Permits Administered* in Rangeland Management has been dropped. Even though this is a major BLM workload, it has remained at about 28,000 over an extended time period and fluctuates very little with changing funding levels.
- *Dam Safety Projects* in Soil, Water, and Air has been dropped because it is a relatively minor workload. Dam safety inspections, however, will continue to be completed by BLM as required by law.
- The amount of *Riparian Assessment* is being tracked in the new Riparian Subactivity to reflect BLM's workload in assessing the functioning condition of riparian areas.
- The *Riparian Management Applied* measure is also included for the Riparian Subactivity. This measure identifies the amount of stream miles which are placed under new management each year. This measure identifies the miles on which new management is applied. Management actions include such item as 1) the implementation of new grazing management (e.g. restrictions on spring or summer livestock grazing), 2) implementation of riparian plantings, 3) placement of streambank stabilization structures, and 4) protective fencing. Long term performance measure developed for riparian habitat will likely reflect progress in achieving properly functioning condition goals for riparian areas.

Justification of Program and Performance**Activity: Land Resources**
Subactivity: Soil, Water, and Air Management

Table 2. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	17,386	+244	+1,433	19,063	+1,677
FTE	290	0	+17	307	+17

◆Objectives◆

The major objectives of the soil, water and air program are to:

- manage soil, water and air resources in a manner which provides for their proper use, assessment, and protection;
- establish ecological site baseline data (including soil surveys) on high priority areas and provide monitoring of resource conditions and trends in developing management plans for resource management programs;
- identify and quantify uses of water resources on public lands and provide for the legal and physical availability of water to meet multiple-use needs;
- implement watershed best management practices (BMPs) in order to minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;
- participate in inter-disciplinary approaches for achieving healthy, productive riparian-wetland ecosystems; and
- implement watershed management actions to enhance resource conditions and ensure compliance with State water quality requirements.

◆1996 Program◆

This program provides for the protection of watershed values and air quality on the public lands; reduces salinity, pollutant discharges and runoff from the public lands to protect water resources; supports BLM's comprehensive "Riparian-Wetlands" initiative; and provides basic data and technical information for public lands watershed and air resources.

The major components of the soil, water and air program are described below:

◆Resource Assessment and Evaluation◆

Resource evaluation includes monitoring efforts to determine the effectiveness of BLM management programs. This includes monitoring of watersheds and airsheds to determine if management actions and investments are achieving intended objectives while meeting required water and air quality standards. Soil, water and climate monitoring data are coordinated to support various BLM programs. These activities provide support to *Recreation 2000*, *Fish and Wildlife 2000*, the *Riparian-Wetland Initiative for the '90's*, and others.

Interpretation and application of climate and air data is used to support operational activities such as grazing management, prescribed burning, smoke management, fire rehabilitation, wilderness baseline monitoring, and energy and minerals development. With increased use of prescribed burns in forest management and rangeland activities, more

emphasis is being placed on modeling for smoke management and regulatory compliance.

As required by the *National Dam Inspection Act of 1972*, BLM will continue to inspect dams which exceed 25 feet in height or impound more than 50 acre-feet of water.

A limited amount of soil survey work will continue in support of ecological site inventories on high priority ecosystem/watershed areas. Soil survey work done in combination with vegetation analysis forms an ecological site inventory which is the basis for identifying desired plant communities. Subsequent monitoring which relates to ecosystem production capability or change is dependent upon quality ecological site inventories. Through previous cooperative efforts with the Soil Conservation Service, the majority of the necessary soil surveys on public lands have already been completed and the level planned in 1996 has been reduced to 500,000 acres.

Conducting watershed analysis will be a significant effort on public lands in 1996. A watershed analysis is an assessment of factors affecting the resources values and uses in a given watershed area or ecosystem. This watershed analysis approach is currently being used to assess resource conditions and needs in the old growth forest areas of the Pacific Northwest and is being extended into the Upper Columbia and Snake River basin area in Oregon, Washington, Idaho, and Montana. The watershed analysis being conducted for this and other efforts will consist of a multi-disciplinary assessment of factors affecting the health and management of watersheds, including such factors as current vegetative conditions, current erosion or the potential for erosion, water quality, and uses/factors affecting watershed resources (e.g. roads, recreational use, livestock grazing, timber harvest, etc.).

These analysis are being developed and will be conducted in conjunction with other land owners and interests within the watershed/ecosystem area and will consider social and economic factors in addition to physical and biological factors. The analysis will be conducted at the level needed to resolve resource problems and to provide informa-

tion for local, state and regional planning. These analyses will be interdisciplinary in nature and will include the expertise of soil scientists, hydrologists, wildlife biologists, rangeland management specialists, foresters, botanists, and others.

♦Resource Improvement and Maintenance♦

Watershed improvement and maintenance provide for stabilizing soils, reducing salt loads going into rivers and streams, improving watershed ecological conditions, augmenting water supplies, and reducing flood and sediment damage. Management techniques include treatments or projects to improve water quality, protect or improve riparian-wetland ecosystems, reduce soil loss and erosion through placement of retention structures, and protect public health and safety. The total number of on-the-ground restoration projects will be reduced in 1996 as in order to place additional emphasis on conducting watershed analysis on high priority areas. These priority areas for watershed analysis would be established based on a variety of factors, including the presence of T/E species, riparian areas, water quality problems, resource conflicts, or other important resource management issues.

On the ground restoration efforts will continue on the Rio Puerco watershed in New Mexico at a funding level of \$350,000. Management efforts to reduce silt loading will focus on improving vegetative cover in upland areas and the riparian zone. Special emphasis will be placed on management of livestock grazing, oil and gas development and OHV use. Designating and managing toward desired plant communities will result in increased type conversions in both woodland and sagebrush communities. Approximately 5,000 acres will be treated to increase plant diversity and ground cover. Other work will include dam and roadway maintenance, riparian fencing, plantings, and the construction of small check dams. Interagency coordination and monitoring will continue as in the past.

Efforts will also continue to reduce salinity discharges from public lands and \$800,000 is budgeted for these efforts. In particular, the BLM is engaged

in an interagency effort to reduce saline runoff and overall salinity in the Colorado River. Through management planning, project development, management and monitoring of uses, the BLM is participating in efforts to mitigate municipal, agricultural, and industrial damage resulting from increased salinity levels in the Colorado River from non-point sources.

♦*Corporation for National and Community Service (AmeriCorps)*♦

Two AmeriCorps projects initiated by BLM during 1995 will be continued in 1996. The Rio Grande project, near Taos, NM, is budgeted at a funding level of \$175,000. In this project area AmeriCorps participants will be accomplishing work geared toward watershed restoration efforts on the upper Rio Grande ecosystem. Work efforts will include; 1) the use of a global positioning system (GIS) to inventory, classify, and monitor trails and off-highway vehicle use, 2) planning and conducting watershed enhancements, including water quality and fisheries monitoring; tamarisk eradication; fencing; tree plantings; and beaver trapping, 3) assisting in the upper Rio Grande planning efforts, and 4) planning and conducting environmental education in public schools.

The Fort Ord, CA, AmeriCorps project is budgeted at a level of \$100,000. This project consists of a partnership agreement with the California Conservation Corps (CCC) and Monterey Bay communities adjacent to Fort Ord. This partnership is geared toward the management and protection of approximately 15,000 acres of land to be transferred to the BLM from the Department of Defense during 1995 and 1996.

♦**Justification of 1996 Program Changes**♦

Table 3 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	19,063	+1,433
FTE	307	+17

The 1996 Budget Request is \$19,063,000 and 307 FTE, a net program increase of \$1,433,000 and 17 FTE, consisting of the following program changes:

Watershed Management: +\$1,050,000; (+15 FTE)

This program increase will be directed to accelerating the restoration of BLM watershed resources. Ten of the increased FTE are seasonal FTE and will be utilized primarily to assist in completing additional monitoring studies and rangeland health assessments.

Healthy, productive watersheds are critical components of properly functioning ecosystems. They provide streambank protection; habitat for wildlife as well as wild horses and burros; and forage for livestock. They also provide for scenic quality and contribute to the recreational experiences of public land users. Their ability to provide clean water, hunting and fishing opportunities, and to produce livestock forage on a sustainable basis contributes to the social and economic well-being of many western communities.

This proposed increase is designed to enhance the health of BLM watershed and rangeland resources to ensure their long-term productivity and use. Funding will be used for such items as expanding monitoring and assessment efforts, completing additional interdisciplinary activity plans, incorporating required management actions as terms and conditions on grazing permits and leases, implementation of best management practices, and required management actions.

The proposed increase will provide for 20 additional interdisciplinary activity plans to be prepared or revised to incorporate necessary management changes. These plans will be prepared to meet the needs of all resources dependent on healthy watersheds.

Management efforts will be directed to resolving resource problems on high priority allotments and watershed areas. These high priority areas will include those with significant riparian values dependent on healthy watersheds, critical wildlife habitat, and other high resource values.

Efforts to assess the condition of watersheds will be expanded in 1996 by completing interdisciplinary monitoring on an additional 400 allotments and rangeland health assessments on an additional 2 million acres, bringing the amount of rangeland health assessments completed in 1996 to 7 million acres.

North American Free Trade Act (NAFTA): (+\$258,000), (+3 FTE)

The North American Free Trade Act (NAFTA) provides the opportunity for the United States and Mexico to improve cooperative efforts to enhance natural resource conditions on adjacent lands. Based on recommendations of the US/Mexico Border Environmental Issues Field Coordinating Committee, BLM is requesting funding for 4 cooperative efforts with other Department of the Interior Agencies. These projects are as follows:

Environmental Education (BLM Funding - \$78,000, Other Agency Funding - \$722,000):

This effort is designed to develop international forums, workshops, environmental education outreach programs, and specialized training courses on ecosystem management, protected area management, resource protection, and planning of protected areas in the United States and Mexico.

The program items of this project will focus on human resource development strategies, enhancement of present information exchange systems, and

support for strengthening existing and new international forums.

Shared Water Resources (BLM Funding - \$65,000, Other Agency Funding - \$235,000):

This component will provide a compilation of essential program information and earth science data to ensure that the Secretary of the Interior, or his designees, can carry out Congressionally mandated land management and trustee responsibilities in regard to environmental and water resource issues along the United States/Mexico border.

San Pedro River (BLM Funding - \$85,000, Other Agency Funding - \$215,000):

This project will focus on management of the San Pedro River watershed, a key watershed shared by both the United States and Mexico. An interagency team will conduct a basin-wide scientific assessment of hydrological, geological, biophysical, social, and economic systems and their interrelationships within the San Pedro River basin. The team will gather the information and prepare a report that: 1) describes the current status and availability of data, 2) identifies environmental problems and future concerns, and 3) recommends options for future cooperative research and management. This report is the initial, critical step toward implementing ecosystem management in the San Pedro River Basin.

Sisters Area (BLM Funding - \$30,000, Other Agency Funding - \$280,000):

This project will concentrate on the design and management of areas along the United States and Mexico border (e.g., El Pinacatte/Organ Pipe Cactus National Monument, Santa Elena/Maderas del Carmen/Big Bend National Park, Laguna Madre/Texas) that will protect unique natural and cultural resources, including neotropical birds.

Corporation for National and Community Service (AmeriCorps) Projects: (+\$225,000), (0 FTE):

This program increase will be directed to expanding the AmeriCorps project at the Fort Ord, CA site

which was initiated in 1995. Additional funding would be utilized to expand a partnership agreement with the California Conservation Corps (CCC) and Monterey Bay communities adjacent to Fort Ord. This partnership is geared toward the management and protection of approximately 15,000 acres of land to be transferred to the BLM from the Department of Defense during 1995 and 1996.

The increased funding would be used to:

- Increase the CCC crew enrollees by 12, to a total crew of 32, which would enable the crew to continue additional restoration work at Fort Ord. Examples of project work for 1996 include habitat restoration, wetland restoration, planning and construction of erosion control devices, natural resource interpretation projects, designing and constructing fences and barriers, and providing visitor services.

- Increase the number of community service days

by 2 days each month. These are days where the CCC crew completes community work, such as disaster assistance for flood victims, etc.

New Mexico Playa Inventory; (-\$100,000), (-1 FTE):

A one-time appropriation increase (1995 Department of the Interior Appropriations Act) for an inventory of playa lakes in New Mexico will not be continued in 1996. The inventory of playa lakes in New Mexico will continue as a component of multi-disciplinary resource management inventories and evaluations associated with the rangeland, watershed, and wildlife programs.

Table 4 Soil, Water and Air - Workload Accomplishments, 1994,1995, 1996.

Workload Measures *	1994 Actual (Rounded)	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
<i>Workload Measures common to the Rangeland; Soil, Water and Air; Riparian; and the Wild Horse and Burro Programs:</i>				
Ecological Site Inventory (000 acres)	2,300	2,400	2,400	0
Grazing Allotments Monitored (#)	5,500	5,800	6,200	+400
Interdisciplinary Activity Plans (# prepared or revised)	220	220	240	+20
Structural Projects Developed (#)	550	550	450	-100
Structural Projects Maintained (#)	480	450	450	0
Vegetation/Land Treatment (acres)	20,200	20,000	18,000	-2,000
Weed Treatment (acres)	14,500	16,500	20,500	+4,000
<i>Workload Measures Specific to the Soil, Water, and Air Program:</i>				
Soil Surveys (000 acres)	1,000	1,000	500	-500
Water Rights Filed (#) **	2,120	2,000	4,000	+2,000
* The Land Resources Activity narrative describes changes in workload measures being tracked. ** Filings of water rights fluctuate widely on an annual basis based on State adjudication filing deadlines.				

Justification of Program and Performance**Activity: Land Resources**
Subactivity: Rangeland Management

Table 5. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	47,669	+414	+1,900	49,983	+2,314
FTE	900	0	+28	928	+28

◆Objectives◆

The major objectives of the rangeland management program are to:

- enhance the integrity, diversity, and productivity of rangeland ecosystems while providing resource products, uses, values and services on a sustainable basis;
- increase the area of upland rangelands in healthy, proper functioning condition;
- establish ecological site baseline data on high priority areas for use in monitoring resource conditions and trends;
- implement standards and guidelines which protect watersheds and minimize harmful consequences of erosion, saline discharges, water quality degradation, and flood and sediment damage;
- provide appropriate levels of livestock forage consistent with resource capabilities; and
- maintain cooperative programs with States and counties for the control of noxious weeds which are adversely affecting the health and productivity of public lands.

◆1996 Program◆

◆Introduction◆

Rangeland ecosystems are managed to ensure their health, natural diversity, and productivity over time. Through interdisciplinary management techniques, rangeland management activities contribute to the well being of many other programs. Activities, such as inventory, monitoring, development of vegetation objectives, and activity plan development are completed jointly with other programs in order to meet wildlife habitat needs, wild horse and burro needs, and watershed requirements as well as to provide livestock forage. Through the rangeland management program, the condition of upland ranges and riparian areas can be maintained or improved for a variety of uses and values.

◆Resource Evaluation◆

Ecological site inventories, which are developed using soil survey data in combination with vegetation analysis, form the basis for identifying desired plant communities on upland resource ecosystems. Most BLM monitoring efforts which relate to ecosystem production, capability and/or change depend on having quality ecological site inventories. These inventories are used to establish baseline data to support both monitoring and activity planning, and to determine the extent, condition, and potential of upland and riparian management areas. In 1996, 2.4 million acres of ecological site inventories will be completed.

A qualitative assessment procedure for evaluating the physical functioning condition and biotic health of priority watersheds and allotments is currently being developed. This procedure will be used to assess rangeland health on some 7 million acres in 1996 at the continuing funding level. This procedure does not replace resource monitoring nor is it intended to be used for national reporting purposes.

Monitoring activities on high priority allotments and watershed areas will be emphasized in response to an identified material weakness. Monitoring provides the mechanism for enabling the BLM to determine the effects of current management actions; *i.e.* are actions meeting resource objectives. Monitoring data are also used to analyze the changes in vegetation and ecological condition over time. Monitoring studies include: vegetative composition, forage utilization (a measure of the amount of forage consumed by livestock, wildlife and wild horses), actual use (the number of livestock and other animals using the rangeland), trend (changes toward or away from resource objectives), and climate (measured precipitation and temperature).

A coordinated interdisciplinary resource monitoring procedure (CIRM) has been implemented to improve the efficiency and quality of monitoring. This procedure stresses the involvement of all resource programs so that when monitoring data is collected it avoids duplication and meets the needs for managing resources and programs dependent on healthy uplands, including livestock grazing, wild horses and burros, wildlife habitat, and watershed values (including the quantification of uses and needs to support water rights acquisition). Monitoring studies are applied in various combinations and intensities depending on the resource objectives for a particular area (grazing allotment, wildlife habitat area, herd management area, watershed, etc.).

Interdisciplinary monitoring studies have been established on about 11,500 livestock allotments. Of these 11,500 allotments with monitoring studies, 6,200 will have monitoring data collected in 1996 (including 400 completed with increased funding). Further, the monitoring data will be evaluated

through interdisciplinary analysis on many of these allotments.

♦Interdisciplinary Planning Activities♦

Implementation of land use plan decisions within the rangeland management program is achieved principally through the preparation and implementation of interdisciplinary activity plans. These activity plans specify resource objectives for the rangeland ecosystems, management prescriptions, and range improvement projects or treatments needed to achieve planning objectives. These plans consider the needs of wildlife habitat and fisheries, watershed protection needs, recreational users, and other uses and values.

Resource activity plans are being developed on an interdisciplinary basis and are designed to manage the soil and vegetative resources for the sustained yield of forage plants; provide wildlife habitat, other unique plant communities, and watershed values; and to meet other resource objectives. The development and implementation of management prescriptions for a specific area are prerequisites to success in achieving long-term objectives on a broader ecosystem. All activity plans are monitored to analyze changes in resource conditions and to determine if resource objectives are being met.

New activity plans will be directed to high priority areas, including the Columbia and Snake River basin, watersheds with high riparian values, and for specially targeted wildlife species and habitats.

♦Resource Improvement and Maintenance♦

Improving vegetation, watershed conditions, and wildlife habitat is accomplished through a policy of concentrating efforts and funds where the greatest need and potential for improvement exists. Livestock grazing system development, structural improvements and land treatments are used to improve resource conditions on those areas where the investments will yield the highest returns or which need the greatest protection.

Improvement projects such as fencing to protect key resources and to facilitate livestock manage-

ment; water developments; and vegetation improvements to enhance riparian areas, will be implemented. Additional on-the-ground project work to improve vegetative condition, facilitate livestock grazing, and to improve wildlife habitat and watershed values is accomplished through the Range Improvements appropriation. Specific investments which directly affect the condition of riparian areas will receive priority for implementation. Approximately \$3.5 million will be directed to improving upland rangelands in support of riparian area objectives.

The rangeland improvement policy encourages private parties and other beneficiaries to contribute funds toward improvement of rangeland conditions and shifts project maintenance responsibilities to the benefiting user. The BLM continues to be responsible for maintenance of land treatments and certain structural improvements such as reservoirs and water developments requiring specialized equipment.

The BLM will continue efforts to re-establish shrubs and other forage plants critical to deer winter ranges and other habitats which are destroyed by wildfires. Efforts include the field application of research information (coordinated through the National Biological Service) to develop palatable species and methods of successfully seeding these species in semi-arid areas. Efforts have concentrated on establishing forbs and grasses which retain their succulence into the summer, thus providing both a perennial vegetation cover and a natural barrier that will slow down and/or stop the spread of range fires (commonly called greenstripping).

◆Noxious Weed Control◆

Noxious weed infestations threaten the productivity of rangelands, wildlife habitat, and adjacent agricultural lands and occur on many public land areas throughout the western United States and pose health hazards to grazing animals. About 8 million acres of BLM lands are infested by noxious weeds, which spread at about 14 percent per year. As a

consequence of their impact to an area, control efforts will be emphasized in 1996 by reducing the level of land treatments and structural project development. Cooperative weed control efforts exist among the BLM and other Federal, State, and county agencies. BLM will treat noxious weeds on about 20,500 acres in this subactivity with an additional 15,400 acres of weed control being accomplished in the Range Improvements activity.

◆Livestock Grazing Use Administration◆

Livestock grazing is an important use on public lands which contributes significantly to the economic stability of many western communities. The BLM authorizes some 10,000,000 Animal Unit Months (AUMs) of livestock use annually to about 19,000 operators.

The public lands are divided into 22,000 grazing allotments or areas in the western states. In Alaska, nearly 16,000 reindeer graze on 5 million acres. Grazing allotments can include private, other Federal, and State lands intermingled with public rangelands, necessitating close coordination with other interests. BLM's grazing administration activities are designed to:

- manage livestock grazing in a manner which meets land use plan objectives and protects or enhances resource conditions;
- meet livestock operator needs through the timely issuance of grazing billings, permits, leases and other administrative requirements;

Range use supervision continues to receive emphasis to ensure that grazing is managed to achieve both upland and riparian area objectives and that the terms and conditions of permits and leases are met.

♦♦ Justification of 1996 Program Changes ♦♦

Table 6. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	49,983	+1,900
FTE	928	+28

The 1996 Budget Request is \$49,983,000 and 928 FTE, a program increase of \$1,900,000 and 28 FTE. This program increase will be directed to accelerating the restoration of BLM rangelands. Twenty of the increased FTE are seasonal FTE and will be utilized primarily to assist in completing additional monitoring studies and rangeland health assessments.

Healthy, productive rangelands are a critical component of properly functioning ecosystems. Healthy rangelands provide watershed and streambank protection; habitat for wildlife as well as wild horses and burros; and forage for livestock. They also provide for scenic quality and contribute to the recreational experiences of public land users. Their ability to produce livestock forage on a sustainable basis contributes to the social and economic well-being of many western communities.

This proposed increase is designed to enhance the health of BLM rangelands and to ensure their long-term productivity and use. Funding will be used for such items as expanding monitoring and assessment efforts, completing additional interdisciplinary activity plans, incorporating required management actions as terms and conditions on grazing permits and leases, and required management actions.

The proposed increase will provide for 20 additional interdisciplinary activity plans to be prepared or revised to incorporate necessary management changes. These plans will be prepared to meet the

needs of all resources dependent on healthy rangelands.

Management efforts will be directed to resolving resource problems on high priority allotments and watershed areas. These high priority areas will include those with significant riparian values dependent on healthy upland rangelands, areas with critical wildlife habitat, and other high resource values. This will enhance efforts to resolve conflicts between big game and livestock as outlined in the Seeking Common Ground initiative.

Efforts to assess the condition of rangelands will be expanded in 1996 by completing monitoring on an additional 400 allotments (bringing the total to 6,200) and rangeland health assessments on an additional 2 million acres, bringing the amount of health assessments completed in 1996 to 7 million acres. These assessments will be completed on an interdisciplinary basis and will determine the functioning condition and biological health of rangelands.

This assessment, in conjunction with other inventory and monitoring data will be used to:

- identify the biological health and functioning status of selected rangelands (e.g. functioning, non-functioning, or functioning at-risk) to assist managers in selecting proper management activities and to resolve resource conflicts;
- identify the need for further studies, inventories, and evaluations; and
- formulate resource objectives, including desired future conditions.

This assessment will assist in allocating limited resources in the most cost effective manner.

Table 7 Rangeland Management - Workload Accomplishments: 1994, 1995, 1996.

Workload Measures *	1994 Actual (Rounded)	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
<i>Workload Measures common to the Rangeland; Soil, Water and Air; Riparian; and the Wild Horse and Burro Programs:</i>				
Ecological Site Inventory (000 acres)	2,000	2,400	2,400	0
Grazing Allotments Monitored (#)	5,500	5,800	6,200	+400
Interdisciplinary Activity Plans (# prepared or revised)	220	220	240	+20
Structural Projects Developed (#)	550	550	450	-100
Structural Projects Maintained (#)	485	450	450	0
Vegetation/Land Treatment (acres)	20,200	20,000	18,000	-2,000
Wood Treatment (acres)	14,500	16,500	20,500	+4,000

*The Land Resources Activity narrative describes changes in workload measures being tracked.

Justification of Program and Performance**Activity: Land Resources****Subactivity: Forestry Management**

Table 8. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	6,753	+119	-1,000	5,872	-881
FTE	96	0	-12	84	-12

→Objectives→

The BLM objectives in the management of forested ecosystems are to:

- provide for forest ecosystem diversity and sustainability while producing a sustained yield of multiple forest products, including recreation and other non-consumptive values which contribute to community stability and the meeting of national demand for such values;

- ensure that forest management practices are both fiscally and environmentally responsible and are consistent with RMPs, applicable laws and regulations, and that monitoring of contract operations is conducted to ensure compliance with stipulations governing environmental protection and consistency with plans, safety regulations, and payment schedules;

- support the protection and management of habitat for threatened or endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;

- maintain sustainability of future timber harvest levels by successfully reforesting harvested, burned or otherwise denuded forest land utilizing site preparation, tree planting and plantation protection, and intensive practices such as thinning and fertilization; and

- receive fair market value for the sale or use of forest products, and prevent, investigate, and eliminate unauthorized use.

→1996 Program→

BLM is responsible for the management, development, and protection of approximately 45 million acres of forest land in 11 western States and Alaska (excluding western Oregon). Of this amount, an estimated 9 million acres are forest lands of commercial timber capability (including a potential 7 million acres in Alaska) and 36 million acres are woodland.

Forest vegetation has a significant impact on many resources. The density and structure of forest cover influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. The streams, rivers, springs, lakes, and reservoirs on the Public Land are influenced by forest vegetation, and provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. These ecosystems provide important habitats for many of the nearly 3,000 species of wildlife and fish, and for many of the over 1,000 federally listed threatened, endangered, or candidate plant and animal species.

BLM's management and understanding of forest ecosystems continues to change in response to new information and public values. For example, meeting the national demand for raw material such as timber products continues to be a mainstay of the forestry program. However, timber production objectives are considered in tandem with the demand for other forest ecosystem values such as wildlife habitat, visual resources, water quality, etc.

♦Commercial Forest Land Management♦

The commercial forest land (CFL) acres are the primary source of commercial sawlogs from BLM administered land outside of the O&C lands. Other products, such as fuelwood, posts, and poles, are also sold from CFL acres where there is a market for these products. These areas are located primarily in California, Colorado, Idaho, Montana, Oregon, and Wyoming. Due to incomplete inventory data, the acreage of operable CFL in Alaska is unknown. The following Table shows the distribution of CFL excluding Western Oregon, and current Allowable Sale Quantity (ASQ) by State except for Alaska where final decisions have not yet been made.

Table 9 Commercial Forest Land, (Acres 000s)

Operable CFL ²	ASQ (MMBF)	Operable CFL ²	ASQ (MMBF)
Alaska	7000	---	---
California	241	142	6.5
Colorado	470	174	5.2
Idaho	396	276	16.5
Montana	377	240	11.0
Oregon (E.) ³	220	220	17.1
Wyoming	218	149	6.7
Total	8933	12014	63.0

¹ Preliminary estimate subject to final inventory.

² Acres that produce 20+ cubic feet/acre/yr and identified in management plans for timber harvest.

³ Excludes public domain land intermingled with the Oregon and California Grant Lands in western Oregon.

⁴ Approximately 7,732,000 acres are currently excluded or withdrawn from the CFL base for other designations such as wilderness or for protection of other resource values (wildlife, site fragility, etc.)

♦Woodlands♦

Woodlands are a subset of forest ecosystems which generally occupy more arid sites and are primarily comprised of tree species or sizes that are not suitable for commercial saw timber. These lands are a transition between shrub and grassland communities to more heavily forested areas. Woodlands occur in the arid and semiarid environments of the great basin, intermountain, and desert southwest and are a source of a variety of products such as fuelwood, posts/poles, Christmas trees, and pine nuts.

Table 10 BLM Woodlands Distribution, (Acres 000s).

State	Woodlands ¹
Alaska	15000
Arizona	1240
California	386
Colorado	3534
Idaho	385
Montana	138
Nevada	6210
New Mexico	1721
Oregon, Eastern	286
Utah	6417
Wyoming	207
Total	35524

¹ acres that produce less than 20^{mm}/acre/yr and are identified in Management Plans for forest products.

Woodland products are either purchased by individuals for their own use or by small businesses that resell them to individuals. Free-use permits are available from BLM for nonprofit groups or organizations. Approximately 4,000 permits are issued annually. The large quantity of permits issued represents a substantial public service. For many Native American groups or other rural communities, BLM woodlands provide fuel-wood for home heating or cooking.

♦Timber Salvage♦

Drought conditions over the past several years have increased the occurrence and effects of forest wildfire and the subsequent death of trees. These conditions also contribute significantly to the

occurrence and severity of insect outbreaks with resultant bug-killed timber. To minimize loss of merchantable volume and to improve forest health conditions, BLM has placed priority on the salvage of timber in insect outbreak and fire salvage areas. In 1993, the Forest Ecosystems Health and Recovery Fund was established to promote forest health including salvage and reforestation efforts. Further information on the BLM's 1996 planned salvage effort is included in the Forest Ecosystems Health and Recovery Fund (Permanent Operating Fund Appropriation).

◆Forest Products◆

The harvest of forest products is increasingly being planned to enhance other resource uses. Major steps included in marketing timber include:

- ◆ *Sale Preparation* includes sale layout, access acquisition, road design, timber cruising and appraisal, economic assessment, contract preparation, and sale advertising.

- ◆ *Sale Administration* involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

Reforestation and Forest Development identifies silvicultural practices needed to re-establish or maintain desired forest structure, diversity, and sustained future growth.

For 1996, BLM plans to offer 45 million board feet of timber for sale on Public Lands (outside of western Oregon) under the commercial sale program. Associated work includes site preparation, reforestation, and timber stand improvement. BLM will continue to refine its woodland inventory data, and expand the variety of woodland products sold. Demand work associated with issuing permits for other forest products will remain a high priority.

Selling woodland products involves many of the same activities as selling commercial timber. The activities are: (1) establishment of product harvest areas; (2) support activities such as environmental analysis and archaeological surveys; (3) sale and

issuance of permits; and (4) field compliance monitoring. As shown in the following table, projected revenues from the sale of saw timber are expected to decrease by \$455,000.

Table 11 Timber Harvest and Receipt Levels.

PD Timber Harvest and Federal Receipts			
Year	\$/MBF	MMBF (cut)	Receipts (\$'000s)
1995	128	55	6,215
1996	128	45	5,760

Saw timber made up most of the volume of disposed timber. Sale of non-timber forest products and other vegetal materials brought in about \$300,000 Bureau-wide. Non-timber products include Christmas trees, pinyon nuts, wildlings, boughs & greens, and native plants such as cactus, yucca, Joshua trees, moss, etc. In a typical year, approximately 44,000 cords of fuelwood, 102,000 posts or poles, 58,000 Christmas trees, and 219,000 pounds of boughs and miscellaneous greenery are sold. In addition, other products commonly sold include pine nuts, seedlings, cactus, cones, and about 25 other products.

◆Reforestation of Backlog Acres◆

Although 10,000 acres of previously identified backlog have been reforested, approximately 10,000 acres remain. Most backlog acres are not the result of past logging by BLM. They are more often the result of past natural events or were acquired in a non-stocked condition. In addressing funding needs, a higher priority is given to accomplishing reforestation on newly deforested areas to avoid creating additional backlog acreage.

♦♦Justification of 1996 Program Changes♦♦

Table 12. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	5,872	-1,000
FTE	84	-12

The 1996 Budget Request is \$ 5,872,000 and 84 FTE, a program decrease of \$1,000,000 and 12 FTE.

The objective of the timber sale and woodland program has shifted from single product management to production of multiple products. For example, directing management actions to attain optimum stand density will contribute to an increase in stand resistance to catastrophic fire, retention in desired habitats for wildlife, and creation or retention of old growth characteristics.

This emphasis shift will allow forest ecosystems to be managed in a manner which will provide forest

products as well as meet current ecosystem management needs. This management shift will result in a 10 million board foot reduction in timber offered for sale and a 500 acre reduction in site preparation.

With the 1996 Budget level, the BLM will accomplish about 700 acres of reforestation, an estimated decrease of 800 acres from 1995 levels and will accomplish about 600 acres of timber stand improvement, an decrease of 100 acres from 1995. The highest priority work in these areas will continue to be accomplished.

The sale of vegetal materials will be reduced by about 6,800 permits and result in a projected reduction of \$51,000 in receipts.

The reduction will provide necessary support for higher priority programs, such as the implementation of the President's Forest Plan. For example, accomplishing ecosystem restoration projects will have a more favorable effect on the economy and health of the land in the long run.

Table 13. Forest Management—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Timber Offered for Sale (MMBF)	55	55	45	-10
Site Preparation (acres)	3,076	2,000	1,500	-500
Reforestation (acres)	1,238	1,500	700	-800
Timber Stand Improvement (acres)	665	700	600	-100

Justification of Program and Performance**Activity: Land Resources****Subactivity: Riparian Management**

Table 14. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	14,014	+191	+2,500	16,705	+2,691
FTE	220	0	+36	256	+36

◆Objectives◆

The major objectives of this program are to:

- manage riparian-wetland and aquatic areas to achieve healthy and productive conditions for long-term benefits and values
- restore and maintain riparian-wetland areas so that 75 percent or more are in proper functioning condition by 1997. The overall objective is to achieve an advanced ecological status, except where resource management objectives, including proper functioning condition, would require an earlier successional stage;

◆1996 Program◆

The BLM manages nearly 24 million acres of land classified as riparian or wetland. These areas support some of the most ecologically diverse plant and animal communities on the public lands including the Columbia and Snake Rivers of the Pacific Northwest, the prairie pothole region of Montana and the Dakotas, and others. Because of their importance to many natural ecosystems and resources, including wildlife habitat and fisheries, and their relative scarcity, they are often focal points for other multiple-use activities as well. BLM has made improvement of riparian-wetlands a high management priority. Continued emphasis will be placed on the restoration of wetlands. The public lands contains approximately 17 million acres of wetlands which are essential to continental populations of migratory waterfowl, shorebirds and other fish and

wildlife species. Restoration of these areas is key to achieving BLM's role in implementing the North American Waterfowl Management Plan (NAWMP) and other initiatives dependent on healthy wetland areas.

In 1991, the BLM director approved the *Riparian-Wetland Initiative for the 1990's*, which establishes national goals and objectives for managing riparian-wetland resources on public land. The plan places emphasis on maintaining and improving riparian-wetland habitats through a coordinated approach which involves a variety of disciplines and user groups.

In addition to the \$14,014,000 current funding level in this subactivity, about \$6,500,000 will be expended off-site to improve the condition of adjacent rangeland and forest ecosystems directly affecting watershed values and the health and condition of riparian areas. This off-site funding was previously reported as part of the riparian-wetland initiative.

◆Resource Assessment◆

In recent years, the BLM has expended considerable effort in evaluating the condition, trend and health of riparian-wetland and aquatic areas. An assessment technique has been developed to determine and report on the functioning condition of these areas. The condition of riparian areas is reported in four categories: proper functioning condition, functional-at risk, nonfunctional, and unknown.

Riparian and aquatic areas are functioning properly when adequate vegetation, landform, or large woody debris is present to dissipate stream energy associated with high water flows, thereby reducing erosion and improving water quality; filter sediment, capture bedload, and aid floodplain development; develop root masses that stabilize streambanks against cutting action; develop diverse ponding and channel characteristics to provide the habitat and water depth, duration, and temperature necessary for fish production, waterfowl breeding, and other uses; and support greater biodiversity.

Trends are also reported for riparian areas and are a key consideration in interpreting the data. Areas identified as functional-at risk, with a downward trend, are often the highest management priority because they are in danger of immediate degradation. At the same time, these areas often retain much of the resiliency associated with functioning areas and there is usually opportunity to reverse this trend through changes in management.

Based on available inventory data, about 17 percent of the BLM riparian wetland areas in the 11 western states are in proper functioning condition; 23 percent are functioning-at risk; and 8% of riparian areas are non-functional. The condition on some 52 percent of the riparian-wetland areas is still unknown. In Alaska, about 75 percent of the riparian-wetland areas are properly functioning, 1% are functioning at risk, while the condition on about 24 percent of the riparian-wetland areas in Alaska is unknown.

♦Resource Improvement/Restoration♦

By 1996, a significant portion of BLM's riparian areas will have been assessed to determine their functioning condition. Increased restoration activities in 1996 will include, among other actions, the modification of livestock grazing practices (grazing intensity, duration, and period of use) to ensure that the requirements for riparian habitat maintenance or recovery are being met. This may entail the modification of livestock grazing systems, the establishment of special riparian management pastures, or the periodic exclusion of livestock grazing from some stream segments.

Other restoration activities will include streambank stabilization practices such as the placement of woody debris along cut-banks, willow and tree plantings, and the installation of gabions to slow/redirect water flows. Other riparian enhancement measures include vegetative treatments to remove non-native species such as tamarisk (salt cedar) and other undesirable vegetative species.

Through a cooperative effort with the National Fish and Wildlife Foundation, \$250,000 is budgeted in this subactivity for challenge cost share work supporting riparian area restoration projects. (The Fish and Wildlife Activity narrative provides further discussion of this effort.) In addition, \$750,000 of riparian challenge cost-share work will be completed through BLM field offices.

In 1996, BLM is proposing to apply intensive management (utilizing a combination of practices listed above) on approximately 1,350 stream miles. It is anticipated that these restoration activities will result in a portion of BLM's non-functioning riparian ecosystems moving to riparian ecosystems which are properly functioning or functioning at-risk.

Specific areas of significance where emphasis will be placed in 1996 include Empire Gienega Creek and the San Pedro Riparian National Conservation Area in Arizona, the West Eugene and Warner Wetlands and Trout Creek in Oregon, Marys River in Nevada, the Blackfoot River in Montana, Muddy Creek and the Salt Creek Wetlands in Wyoming, among others.

♦♦Justification of 1996 Program Changes♦♦

Table 15. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	16,705	+2,500
FTE	256	+36

The 1996 Budget Request is \$16,705,00 and 240 FTE, a program increase of \$2,500,000 and 36 FTE. This program increase will be directed to accelerating the restoration of BLM riparian resources. Of the increased FTE, 25 are seasonal FTE and will be utilized primarily to assist in completing additional riparian assessments.

Healthy, productive riparian areas are a critical component of properly functioning ecosystems. This proposed increase is designed to enhance the health of riparian areas and to ensure their long-term productivity and use. Funding will be used for

such items as expanding assessment efforts, completing additional interdisciplinary activity plans which address riparian needs, incorporating required management actions as terms and conditions on grazing permits and leases, and other management actions. Management efforts will be directed to resolving resource problems on the highest priority riparian areas first.

The proposed increase will provide for 20 additional interdisciplinary activity plans to be prepared or revised to incorporate necessary management changes. These plans will identify management measures needed to meet resource objectives and provide the basis for subsequent on-the-ground restoration projects and actions. Plans will be prepared to address the needs of all resources dependent on healthy riparian areas.

Increased funding will provide for riparian condition assessments to be completed on an additional 500 stream miles and for new management actions to be applied to an additional 50 stream miles. New management actions could include such measures as modifications in livestock use (e.g. the establishment of riparian pastures), streambank stabilization measures, or riparian vegetation plantings.

Table 16 Riparian Management Program Workload Accomplishments 1994, 1995, 1996.

Workload Measures *	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Riparian Assessment (Miles)	5,300	5,800	6,300	+500
Riparian Management Applied (Miles)	1,300	1,300	1,350	+50

* The Land Resources Activity narrative describes workload measures being tracked.

Justification of Program and Performance**Activity: Land Resources****Subactivity: Cultural Resources Management**

Table 17. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	12,037	+185	+398	12,620	+583
FTE	158	0	+6	164	+6

→Objectives→

The major objectives of this program are to:

- ensure full public participation in resource management decision making, especially to coordinate and consult with Native Americans with respect to their traditional uses of public lands and resources and their cultural and religious concerns;
- serve and enhance ecosystem management by applying BLM's unique archaeological and paleontological data and historical records to the task of reconstructing how lands and resources were used in past centuries and millennia and how "natural" environments have changed through time (e.g., *Project Timeline*);
- facilitate public support, appreciation, and awareness of environmental, cultural, and paleontological resources through interpretive educational programs (e.g., *Heritage Education and Adventures in the Past*);
- support the Administration's emphasis on enhancing and protecting natural resources and environmental values by safeguarding paleontological and cultural resources for scientific study and future enjoyment;
- manage cultural resources for the widest range of educational, scientific, and recreational benefits and uses to the American people, and to contribute to enhancing local economies and job opportunities;

- properly manage and preserve museum collections removed from the public lands, located in Federal or non-Federal repositories;

- promote partnerships with State and local governments, individuals, and public and private groups in order to share information, to accomplish work, to protect and study cultural and paleontological resources, and to use these resources to support children's education;

- issue permits to conduct archaeological, historic, and paleontological investigations on public lands to enable sound, orderly development, and to monitor approved activities; and,

- address critical issues (e.g., looting, vandalism, natural deterioration, increased visitor use, management of newly acquired lands) by modifying and preparing activity plans, as needed.

→1996 Program→

As the manager of the Nation's largest land estate, the BLM manages the Federal Government's largest, most varied, and scientifically important body of cultural resources. The BLM has conducted inventory on more than 10 million acres of the 270 million acres of public land in the 11 western States and Alaska, or about four percent of the total area. More than 175,000 cultural properties, i.e., archaeological and historic sites, have been discovered through this inventory, with estimates of the total number ranging between four and five million properties.

♦Native American Coordination♦

In 1996, the BLM will enhance its ongoing Native American coordination and consultation program by continuing a small program staff to provide coordination, assistance, policy guidance, training, and outreach on Native American-related issues. The focus is to support BLM managers in addressing the full spectrum of relationships between the BLM and Native American communities, tribal governments, and Alaska Village Councils and Native Corporations. Many coordination responsibilities spring from a surprisingly large body of laws, ranging from the tribal planning coordination responsibilities in FLPMA to the consultation required in the *Native American Graves Protection and Repatriation Act of 1990* (NAGPRA). In addition to specific rights guaranteed to Native Americans, constructive coordination and communication are essential to an effective ecosystem management strategy where BLM lands and Native American lands are in some proximity.

The initial work focus has been to update BLM's comprehensive Native American relationships policy and implementing guidance; to develop an effective internal and external communication strategy for Native American program issues; and to identify cooperative management and coordination opportunities.

♦Artifacts and Collections Management♦

In 1996, BLM will fund the Departmental Artworks and Artifacts initiative for collections management at \$498,000. Federal agencies are required by the *Archaeological Resources Protection Act* (ARPA), the *Antiquities Act*, and the *National Historic Preservation Act* (among others) to properly manage and preserve museum collections. These collections include archaeological, historical, paleontological, and ethnological resources removed from the public lands, whether they are located in Federal or non-Federal repositories. The BLM has one of the largest responsibilities: more than 3 million objects are curated in BLM facilities, and approximately 18 million are housed in over 200 non-Federal repositories. Regulations at 36 CFR 79 set standards for the care of federally owned archeological collections. They

require agencies to inventory collections from lands under their jurisdiction, whether housed in Federal or non-Federal repositories, and to maintain full administrative records on the collections. Many of the collections made prior to 1975 are not well recorded.

More recently, NAGPRA requires agencies to inventory archaeological and ethnological collections "in their possession or control" (which includes cooperating non-Federal museums) to identify Native American human remains, associated funerary objects, sacred objects, and objects of cultural patrimony; to identify them geographically and culturally; and to notify appropriate Indian tribes of the findings. Tribes will then be able to claim certain of these remains and objects.

In 1996, \$1,000,000 or the same level as 1995, will be used for inventory and identification work with strongest emphasis on the NAGPRA requirements and deadlines.

♦Tourism and Interpretation♦

The Cultural Heritage programs contribute to enhancing local economies and job opportunities. The *Heritage Education and Adventures in the Past* initiatives respond to the growing tourism-adventure travel market, by integrating public desire for outstanding wildlands and adventure travel opportunities (including visits to remote archaeological, paleontological and historic sites) with the needs of local and regional economies. Intelligently interpreted and well-maintained cultural resources located in rural areas provide excellent opportunities to attract tourists and expand local economies, as well as to reduce local communities acceptance of the looting of these resources, which has provided an illegitimate economic source for some.

Significant sites include the Grand Gulch in Utah, the Chacoan Outlier and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the

highly significant cave sites in southeastern Oregon and southwestern Idaho, among others.

The BLM operates the Anasazi Heritage Center near Dolores, Colorado, which serves as a public museum and repository for artifacts and archaeological records from the Four Corners area. The Center is an interpretive facility which promotes awareness and education concerning archaeology and history, and awareness of BLM's mission of multiple use public land management. The Center enhances the local economy and job base and plays a major role in implementing the BLM's *Heritage Education* initiative. The facility has been open to the public on a full-time basis since August 1988.

Heritage Education

Under a five year strategic plan for heritage education, BLM's goals are to use the vast archaeological and historic resources under BLM's custody to support the education of America's children, and also to strengthen their sense of personal responsibility for the stewardship of America's cultural and paleontological heritage. This is being done by teaching children in both formal and informal educational settings. The strategy is to capture the attention of young people and then to involve them in increasingly more sophisticated learning experiences as they get older.

Adventures in the Past

The 1988 amendments to ARPA contain a requirement that Federal land managers establish programs "...to increase public awareness of the significance of the archaeological resources located on public lands and Indian lands and the need to protect such resources." In response to this provision, BLM developed its *Adventures in the Past* initiative. *Adventures* is BLM's "umbrella" program for promoting public education and awareness of archaeological and historic resources, and for encouraging public involvement in the protection and management of its cultural resources. *Adventures in the Past* has as its goals increasing the public's enjoyment of cultural resources, reducing the destruction of cultural resources, and demonstrat-

ing and encouraging good stewardship of cultural resources.

To accomplish these goals, BLM has developed a sequence of regional, commemorative, and thematic public events. The first three regional events were: Four Corners Tribute (1990), Great Basin Tribute (1991), and High Plains Tribute (1992). Two commemorative events were held in 1993, the Columbus Quincentennial and the Oregon Trail Sesquicentennial. Activities in the regional events have included popular presentations on archaeology and history, interpretive tours, interagency exhibits, living history demonstrations, and similar activities that stress participation. The 1996 *Adventures* event ("Trails West") continues to focus on prehistoric and historic transportation and communication as well as the 50th anniversary of BLM.

♦Cultural Resource Inventory and Evaluation♦

BLM is required to locate, evaluate, and manage cultural resources to prevent or minimize unnecessary damage, and to accommodate appropriate uses by the scientific community and the public.

BLM cultural resources are evaluated in terms of their potential for contributing to public education, public use (e.g., tourism, recreation); scientific research; the maintenance of a social or cultural group's heritage or traditional lifestyles (e.g., Native American religious systems); and experimentation for improving protection measures and management techniques. Unique or scarce cultural resources may be determined to be best suited for long-term conservation. Cultural resources no longer possessing characteristics that qualify them for one of these uses, such as resources that have been destroyed by natural or other causes, may be discharged from further management consideration. In addition to these evaluation criteria, cultural resources are also evaluated against the criteria for inclusion in the National Register of Historic Places.

The 1988 amendments to ARPA, require Federal agencies to develop plans and prepare a schedule for inventorying non-project areas (i.e., areas not related to proposed land use development actions)

to locate archaeological resources that may be vulnerable to illegal excavation and artifact theft. BLM will continue to identify, schedule, and conduct inventories in the highest priority areas. Consistent with the ARPA amendments, at the 1996 level the BLM will conduct cultural resource inventories on 80,000 acres of public land, to identify archaeological resources that may require a greater degree of protection from unauthorized uses.

♦Cultural Resource Protection♦

The BLM has historically devoted approximately one-third of its Cultural Resources program funds to various forms of cultural resource protection, including physical protection such as site stabilization, administrative protection such as closures, support for cultural resource law enforcement activities, public awareness and education, and site interpretation efforts.

ARPA, the primary law designed to curtail illegal activity on publicly owned archaeological sites, offers protection to archaeological resources on Federal lands by providing felony level penalties for unauthorized excavation, removal, damage, sale, transport, solicitation, etc.

Examples of ARPA related archaeological site protection activities include: participating in multi-agency task force operations to combat trafficking in looted archaeological resources; participating in interagency anti-looting and public awareness/education programs (e.g. Oregon's *Northwest Save*, Utah's *Vandalism Task Force*, Wyoming's *Safeguard Wyoming's Past*, New Mexico's *Public Land Watch*); volunteer Adopt-a-Site programs; coordinating with the media to promote coverage of issues; and executing cooperative agreements with local law enforcement agencies and military police units, such as those developed with the Arizona National Guard and the Arizona Civil Air Patrol.

The BLM also physically protects cultural resources through stabilization, limiting site access by rerouting and blocking roads, and other methods. At the 1996 continuing funding level, BLM would accomplish 143 resource protection or stabilization

projects. Emphasis is given to implementing activity plans and physical site protection projects in highly sensitive areas such as Grand Gulch in Utah, the Chacoan Outlier and Navajo Refugee sites in New Mexico, the California Desert Conservation Area in California, the El Malpais National Conservation Area in New Mexico, the San Pedro and Gila Box National Riparian Conservation Areas in Arizona, the Red Rock National Conservation Area in Nevada, the Warner Valley in Oregon, and the significant cave sites in southeastern Oregon and southwestern Idaho, among others.

♦Challenge Cost-Share and Partnership Arrangements♦

To increase management capabilities for cultural and paleontological resources, the BLM actively pursues challenge cost-share opportunities and cooperative management agreements with universities, State and local governments, individuals, and public and private groups. These challenge cost-share and management agreements significantly expand BLM's capabilities in many different areas, notably in the areas of inventory, resource protection and site monitoring, science and research of archaeological and historic resources, and heritage education.

Efforts toward promoting and expanding volunteer, partnerships, and challenge cost-share programs have been highly effective in increasing public and interest group awareness of cultural resources and in increasing BLM's capability to advance program priorities. In 1996, BLM's cultural resource management program will have over 120 challenge cost-share and cooperative management agreements in place. Cooperators under these arrangements are expected to contribute approximately \$3,000,000 to the program on an initial BLM investment of about \$700,000.

In addition, volunteers are expected to contribute over 80 work-years of volunteer time in 1996 for the benefit of cultural resources. This represents a contribution of over \$2,000,000 at a projected cost to BLM of \$300,000.

♦Utilization - Permits♦

The BLM issues cultural resource use permits to applicant consulting firms and educational institutions for archaeological and paleontological consultation and research. The BLM meets public demand by reviewing applications and issuing permits in a timely manner. The total number of permittees for archaeological work is expected to remain at the 1995 level. Although there are approximately 400 cultural resource use permits active in any given year, roughly two-thirds of them come up for renewal or similar processing each year. Thus, in 1996, BLM will process 290 new or renewal permit applications. Total associated work will increase, however, due to increased monitoring of permittee performance.

♦Justification of 1996 Program Changes♦

Table 18. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$ (000)	12,620	+398
FTE	164	+6

The 1996 Budget Request is \$12,620,000 and 164 FTE, a net program increase of \$398,000 and 6 FTE; consisting of an increase of \$498,000 and 7 FTE for Artworks and Artifacts and a decrease of \$100,000 and 1 FTE for Chacoan Outlier Sites. These program changes are summarized as follows:

Artworks and Artifacts: +\$498,000; (7 FTE)

In 1996, a base transfer of \$498,000 will be made from the Administrative Support Subactivity to the Cultural Resources Subactivity to facilitate the accomplishment of work efforts related to the Artworks/Artifacts Material Weakness. This action is necessary because the expertise to properly manage and preserve museum collections resides with the Cultural Resources program personnel.

Chacoan Outlier: -\$100,000; (-1 FTE)

A one-time appropriation increase in 1995 to complete stabilization work associated with the Chacoan Outlier sites in New Mexico will not be continued in 1996. Site protection efforts for this site will continue under the on-going cultural resources program, although at a reduced level. Seven fewer resource protection and stabilization projects would be completed.

Table 19. Cultural Resources - Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Inventory (000s acres)	90	80	80	0
Activity planning (# plans)	45	65	65	0
Permits (# sites)	290	290	290	0
Site management (# sites)	3,050	3,050	3,050	0
Resource protection/stabilization (# projects)	175	150	143	-7

Justification of Program and Performance**Activity: Land Resources****Subactivity: Wild Horse and Burro Management**

Table 20. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	16,920	+175	-750	16,345	-575
FTE	162	0	-9	153	-9

◆ Objectives ◆

The major objectives of this program are to:

- perpetuate and protect self sustaining wild horse and burro populations and their habitat to maintain a thriving, natural ecological balance as outlined in the *Strategic Plan for Management of Wild Horses and Burros on Public Land* (June, 1992);
- ensure humane care and treatment of excess wild horses and burros;
- establish and maintain partnerships and cooperative relationships to benefit wild horses and burros; and
- increase and maintain professional capability, leadership and service to the public concerning wild horse and burro management.

The strategic plan outlines the direction of the wild horse and burro program through the end of the century. The plan emphasizes the management of wild horses and burros on the land, including habitat management, census, monitoring and the establishment of coordinated interdisciplinary herd management plans. There are currently, about 42,400 wild horses and burros on public lands.

◆ 1996 Program ◆

Wild horses and burros typically occupy rangeland areas on the public lands in common with wildlife

and livestock. The long-term numbers of each group that can be properly sustained in each area is determined through the land use planning process based on the availability of resources and habitat requirements such as forage and water. Allocation decisions made during planning are subsequently monitored and adjusted, if necessary. Livestock numbers are adjusted and wild horses and burros are removed when necessary to maintain a thriving, natural ecological balance. The BLM coordinates closely with State wildlife agencies responsible for managing big game species to ensure wildlife populations are maintained at levels consistent with allocation decisions and resource capabilities.

Resource management plans have been completed on about 80 percent of the public lands with wild horses and burros. Based on these plans, we anticipate that the appropriate management level of wild horses and burros to be about 26,000 animals. The appropriate management level is the number of wild horses and burros the public lands can sustain in conjunction with use by livestock and wildlife.

The ability to attain a thriving, natural, ecological balance, as required by the Wild Free-Roaming Horse and Burro Act, is primarily dependent on the capability to control wild horse and burro populations through the removal of excess animals.

In removing wild horses and burros from the range, the BLM will continue its selective removal policy whereby only young easily adoptable horses are removed from herd areas. This policy reduces

overall program costs by reducing the need to train horses through the prison system or to maintain older unadoptable horses in sanctuaries. If unadoptable animals are gathered, they are returned to herd areas rather than being prepared for adoption or held in other facilities. Due to this selective removal policy, the number of young horses occurring in herd areas has decreased. This has resulted in an increase in the total number of wild horses which must be gathered in order to remove a given number of young, easily adoptable horses. Consequently, the capability to remove a given number of horses has decreased from previously planned levels as a result of these increased gathering costs and from increased compliance activities.

The BLM will continue to support fertility control measures as a means of reducing herd reproduction rates. Research efforts are currently being continued through the National Biological Service to develop an effective single shot, multi-year immuno-contraceptive vaccine.

The BLM currently plans to conduct a pilot fertility study to evaluate new research in the late fall or early winter of 1995/1996 by treating up to 500 mares. The BLM will also implement behavioral studies on any new fertility control pilot projects. The 1996 Budget includes \$100,000 for research related costs (monitoring and evaluation of the horses treated under the pilot project).

♦Care and Adoption♦

Following removal from the public lands, healthy adoptable animals are transported to preparation facilities where they are cared for and prepared for adoption. The BLM maintains several small preparation facilities throughout the western states as well as several larger regional facilities which serve several states. At preparation facilities, a permanent identification mark is applied and animals are tested and inoculated to prevent disease or sickness which might occur during the adoption process. If animals are in poor condition, they are fed hay until their condition has improved to a point that they can be safely transported for adoption and are in a condition that will attract

adopters. A portion of the program funding is budgeted for the maintenance of preparation facilities and for the feeding of horses pending adoption. During 1995, a new wild horse and burro care facility is being operated at Elm Creek, Nebraska. This facility was established to provide a stop-over location for wild horses and burros being transported from western states to adoption sites in the East. This facility will reduce stress and improve overall animal health and condition by providing a place for animals to rest and to be feed.

Following preparation, healthy animals are made available for adoption to qualified applicants for a standard fee of \$125 per horse and \$75 per burro.

Status of Sanctuaries

The BLM wild horse sanctuary program has been in effect since 1988 to care for unadoptable wild horses. This program is continuing to be phased out. Given the selective removal policy, no new horses are being placed in sanctuaries and existing populations are declining. Increased efforts to place sanctuary horses into private care through the adoption program will be continued in 1996. There are currently 1,400 horses being maintained by BLM at the Bartlesville, OK sanctuary but by the end of 1996, population levels are anticipated to be reduced to about 750 head, primarily through additional adoptions. An additional 200 are being maintained at the Black Hills, South Dakota sanctuary through a private party agreement at no cost to BLM.

♦Compliance and Titling♦

Wild horses and burros which are adopted to individuals or groups are periodically monitored to ensure their continued well being pending titling to the individual or group. Since there is no requirement for titling, a certain percentage of wild horses and burros remain untitled and in Federal ownership. As a result the number of untitled horses has increased over the years. The BLM's goal is to inspect a minimum of 5 percent of untitled wild horses and burros which have been adopted. Where 5 or more animals are maintained at one location, animals are inspected monthly. In addition

to these periodic inspections, the BLM responds to all mistreatment complaints. Consistent with the Strategic Plan for Management of Wild Horses and Burros, compliance inspections will be increased in 1996. This increased need is a result of the ever increasing number on non-titled horses under BLM's jurisdiction, the need to resolve wild horse and burro care/treatment problems, and to inspect horses adopted from the Oklahoma Sanctuary. The BLM anticipates completing about 4,000 compliance inspections during 1996, an increase of 400 over 1995 levels.

•Justification of 1996 Program Changes•

Table 21. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	16,345	-750
FTE	153	-9

The 1996 Budget Request is \$16,345,000 and 153 FTE, a net program decrease of \$750,000 and 9 FTE. A reduction is proposed in the level of wild horses and burros removed and adopted, while the level of herd management and planning activities would increase. The reduction in removals and adoptions is proposed because herd population levels have decreased more than anticipated in recent years because of severe winters in the Great Basin. This reduction will allow other higher priority Departmental initiatives to be implemented. This program reduction will result in a 1,200 head reduction in the number of number of wild horses and burros removed from public lands, however, some 7,500 animals would still be removed from public lands, resulting in a net reduction of overall wild horse and burro population levels.

Reducing removal and adoption levels will only slightly extend the time period needed to achieve appropriate management levels (AML) as outlined in the Strategic Plan For Management of Wild Horses and Burros by about 1 year (from the year 2,000 to the year 2,001).

Table 22 Workload Accomplishments, Wild Horse and Burro Management 1993, 1994, 1995.

Workload Measure		1994 Actual (Rounded)	1995 Enacted To Date	1996 Budget Re- quest	Change From 1995 (+/-)
Wild Horses and Burros Removed		7,870	8,700	7,500	-1,200
Animals Adopted		7,870	8,700	4,800	-900
Compliance Checks		2,050	3,600	4,000	+400
Animals Trained in Prison Facilities		400	400	750	-200
Sanctuary Animals (Number)	Oklahoma	1,400	1,140	750	-390
	South Dakota	200	170	150	-20
Wild Horse and Burro Population (End of Year)		42,410	39,100	37,000	-2,100

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Activity Summary**Activity: Wildlife and Fisheries Management**

Table 23. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Wildlife Management \$	17,163	18,291	+232	+1,550	20,073	+1,782
FTE	224	279	0	+19	298	+19
Fisheries Management \$	6,087	6,064	+82	+4,000	10,146	+4,082
FTE	80	80	0	+4	84	+4
Total Dollars	23,250	24,355	+314	+5,550	30,219	+5,864
Total FTE	304	359	0	+23	382	+23

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies fish and wildlife development and utilization as a major use of public lands; directs that the public lands be managed to provide food and habitat for fish and wildlife; authorizes the use of Range Betterment funds for the protection, maintenance, rehabilitation, improvement, and management of wildlife habitat; and provides for the preparation and maintenance of an inventory of public land resources on a continuing basis.

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315) provides for wildlife management on public lands.

The Migratory Bird Conservation Act of 1929, as amended (16 U.S.C. 715) and treaties pertaining thereto, provide for habitat protection and enhancement of protected migratory birds.

The Sikes Act of 1974, as amended (16 U.S.C. 670 et seq.) provides for the conservation, restoration, and management of species and their habitats in cooperation with State wildlife agencies.

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values; management for subsistence uses of fish and wildlife resources on public lands by residents of rural Alaska; and protection of the wildlife resources on North Slope lands impacted by oil and gas exploration and development activities.

The Surface Mining Control and Reclamation Act of 1977 (30 U.S.C. 1201 et seq.) provides that lands may be declared unsuitable for surface coal mining where significant adverse impacts could result to certain wildlife species.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) requires the improvement of the condition of public rangelands, and other range management practices and that the condition of the public rangelands be improved so that they become as productive as feasible for watershed protection, livestock grazing, wildlife habitat and other range land values.

Executive Order 11988, Floodplain Management, May 24, 1977 (42 FR. 26951) provides for the restora-

tion and preservation of national and beneficial floodplain values and enhancement of natural and beneficial values of wetlands in carrying out programs effecting land use.

Executive Order 11990, Protection of Wetlands, May 25, 1977 (42 FR. 26961) directs that wetland and riparian habitats on the public lands be identified, protected, enhanced, and managed.

◆Activity Description◆

This activity includes all facets of managing and protecting wildlife and fisheries habitat on public lands.

The primary objective of actions in this activity are to ensure optimum habitat and a natural abundance and diversity of fish and wildlife resources on the public land. BLM's fish and wildlife programs are key components of BLM's ecosystem management efforts. The programs in this activity are managed in close coordination with other resource programs, particularly those in the Land Resources activity and the Recreation activity to ensure a coordinated approach to resource management.

Both subactivities share common work processes of resource assessment (inventory and monitoring) to ensure resource decisions are based on the best available scientific data. Coordination and consultation with organizations, interest groups, and the general public are key components of this activity. Cooperative partnership efforts are encouraged as a means of expanding management capabilities.

◆Partnerships, Volunteers, and Education◆

The BLM continues to emphasize partnership arrangements to assist in management of wildlife resources and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in its management efforts. Partnership arrangements have been a key part of our successful implementation of *Fish and Wildlife 2000*. For example, the BLM has had successful partnership arrangements with State, local and Federal agencies, sportsmen's groups, conservation organizations, livestock and timber producers and

recreation groups. Examples of these include the Challenge Cost Share Program and the use of volunteers.

● *Challenge Cost Share.* Some \$2,750,000 will be utilized by BLM for wildlife and fisheries related challenge cost-share projects which, when used in conjunction with the offered non-Federal funding, would provide for important developments and management practices worth an estimated \$5,500,000. Typical work that is funded under challenge cost-share includes fisheries; big game habitat improvements (vegetation treatments, fence modifications, and seedings); animal introductions onto public lands via cooperative arrangements with the States; new water developments; streambank restoration; in-stream habitat improvements; public outreach/education efforts; and habitat evaluation.

Through a redirection of base funds, a challenge cost share effort with the National Fish and Wildlife Foundation is being initiated in 1995 at a funding level of \$500,000. In 1996, this cooperative effort with the National Fish and Wildlife Foundation will be expanded by redirecting additional base funds to a total funding level of \$1,000,000. Under a cooperative agreement, funds will be directed to the National Fish and Wildlife Foundation for them to enter into challenge cost share projects with third parties for the enhancement of fish and wildlife habitats. This effort will be funded from the Wildlife, Fisheries, Threatened and Endangered, and Riparian Subactivities at levels of \$250,000 each. This funding level will be matched by at least an equal level of funding from the National Fish and Wildlife Foundation and its partners, resulting in increased on-the-ground restoration projects as well as enhanced efficiencies in acquiring contributions for habitat improvement projects.

Some challenge cost share work previously funded in the Fish and Wildlife Subactivity will be completed by BLM in the new Riparian Subactivity (\$750,000) and the Threatened and Endangered Species Subactivity (\$1,750,000) bringing the total challenge cost share funding previously funded by the Fish & Wildlife Subactivity to \$6,250,000, the same level as in 1995.

- **Volunteers.** The BLM will continue to use volunteers to expand resource management capabilities. Volunteers are used extensively to perform a variety of tasks supporting BLM's wildlife and fisheries resource efforts, including studies, monitoring, inventory, and habitat development projects (plantings, guzzlers, protection fencing, in-stream structures, access facilities, and signing).

- **Environmental and Resource Education:** Two growing initiatives that provide educational opportunities to the public include the *Watchable Wildlife* and *Animal Inn* programs. *Watchable Wildlife* provides opportunities through viewing guides and viewing areas for the American public to view and enjoy wildlife.

Animal Inn is a nationwide initiative to educate the public about the importance of dead and fallen trees to fish and wildlife. BLM has been a cooperator in the development of informational and educational materials for both of these programs and is in the process of designating a system of *Wildlife Viewing Areas* in cooperation with State and local governments. In addition to locally developed and sponsored projects, many BLM personnel are certified instructors for nationally recognized resource education programs such as *Project Wild*, *Project Learning Tree*, and *Hunter Safety*.

Justification of Program and Performance**Activity: Wildlife and Fisheries Management**
Subactivity: Wildlife Management

Table 23. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	18,291	+232	+1,550	20,073	+1,782
FTE	279	0	+19	298	+19

◆Objectives◆

Within the framework of the *Fish and Wildlife 2000* strategy plan, the objectives of this program are as follows:

- restore, maintain, and enhance wildlife habitat conditions to ensure optimum populations and a natural abundance and diversity of wildlife resources on the public lands as part of the multiple-use concept;
- ensure that big game/upland game species on the public lands are provided habitat of sufficient quantity and quality to sustain identifiable economic and/or social contributions to the American people;
- manage wetlands and other important waterfowl habitats on the public lands to help perpetuate a diversity and abundance of waterfowl;
- restore, maintain, and enhance populations of nongame migratory birds on public lands through habitat management;
- provide suitable habitat conditions for birds of prey on the public lands through the conservation and management of essential habitat components; and,
- prepare new/revised activity plans that include resource objectives developed using an interdisciplinary approach that considers the vegetation attributes needed to meet ecosystem objectives,

including those for fish and wildlife, livestock, wild horses and burros and other uses.

◆1996 Program◆

The more than 270 million acres of public lands managed by BLM provides important habitats for nearly 3,000 species of wildlife and fish. The public land is the most ecologically diverse land base managed by any Federal agency, with represent native plant and animal communities found from the Arctic Ocean to the arid Southwest. Over 8.4 million hunting days are expended annually, while an estimated 3 million visitor days are spent pursuing wildlife related activities such as bird watching, photography and wildlife viewing.

The wildlife habitat program is a key component of BLM's ecosystem management efforts. This program is managed in close coordination with other resource programs, including those in the Land Resources Activity to ensure a coordinated approach to resource management. Management approaches are proposed to enhance biodiversity on the public lands in order to prevent the disappearance of habitats, the loss of plant and animal species and the decline in availability of the social values and economic products derived from natural communities.

◆Habitat Monitoring◆

The need for more intensive monitoring of wildlife habitat, in conjunction with other resources, is increasing as more land use plans and activity plans

are completed. Resource plans and habitat improvement agreements will be monitored to determine resource trends and to assess progress toward meeting habitat development and protection objectives. 6.9 million acres of wildlife habitat will be monitored and evaluated.

◆Wildlife Habitat Management◆

Wildlife habitat management is a critical component of public land resources and ecosystems. Management of wildlife resources will continue to emphasize on-the-ground implementation of the *Fish and Wildlife 2000* initiatives. Habitat management efforts are closely linked with those efforts occurring in the Soil, Water, and Air; Rangeland Management; and Riparian Management programs to improve the health of BLM rangelands. The Wildlife program will participate in the development of rangeland health assessments.

About 1.6 million acres of wildlife habitat improvement will be accomplished and some 1,800 habitat improvement projects will be maintained in 1996. These accomplishments include those achieved with challenge cost-share funding as well as those completed entirely with appropriated funds. Several of BLM's special wildlife initiatives dependent on healthy productive ecosystems include:

- **Big Game.** The public lands provide habitat for 19 different big game species including 3 species of deer, pronghorn antelope, 3 species of elk, 2 species of moose, caribou, mountain goat, 3 species of bighorn sheep and others. In 1993, the BLM completed a comprehensive strategy plan which addresses management needs and planned actions for big game on the public lands. One result of this assessment was the identification of 622 key habitat areas covering 92 million acres. In addition, the plan identifies inventory, monitoring, and habitat restoration needs as well as opportunities for expanding the number of viable populations of some of the rarer species.

In 1994, the BLM completed an updated strategic plan for 3 subspecies of bighorn sheep (Rocky Mountain, California, and Desert) and one species of thin-boned sheep, the Dall Sheep of Alaska. The

plan, *"Mountain Sheep Ecosystem Management on Public Lands"*, identifies 254 sheep bioregions covering about 20 million acres of BLM lands and another 37 million acres of other federal lands, state and private lands that are essential to supporting viable populations. The plan identifies inventory, monitoring, and habitat restoration needs, as well as opportunities for expanding the number of individual sheep herds.

The BLM administers 9 million acres (about 80 percent) of the habitat for the desert bighorn sheep in about 115 target areas. Approximately 10,000 desert bighorns occupy these lands. BLM has initiated a program of inventory, monitoring, habitat management planning and improvement in a 6-state area where this species lives. The BLM has cooperated with State wildlife agencies to reintroduce bighorns into new areas, and to augment additional herds. Since implementation of the range-wide plan, over 40 new herds have been established by transplants, and existing populations of many herds have been augmented by transplants.

In 1996, the BLM will continue to implement its long-term management plans for all big game species. One of the major areas of concern associated with big game habitat management is the loss of winter habitat both on public lands (due principally to wildfires) and on private land as a result of land use changes such as development.

- **Upland Game Birds.** About 90 percent of the public lands provide upland game bird habitat for 23 species including the Western sage grouse, 3 species of forest grouse, quail, ptarmigan, dove, wild turkey, and others. BLM lands are critical to the health and well-being of the majority of these species and will be especially important in the eventual recovery of the endangered masked bobwhite quail. While most populations of upland game birds are healthy, three species are of special concern. The Columbian sharp-tailed grouse, the Western sage grouse, and mountain quail have all experienced declining populations over the past several years. As historic habitat declines on private lands, public lands play an increasingly important role for these three species of upland game birds.

• **Raptors.** BLM Lands contain all or a portion of 223 key raptor habitat management areas (encompassing 23.5 million acres). Key habitat areas include crucial nesting, feeding, and over-wintering and resting habitat for migrating birds, and vary in size from 150 acres to 500,000 acres. The world renowned, BLM-managed Snake River Birds of Prey Natural Area near Boise, Idaho, contains the highest density of nesting raptors in North America. Other examples of important habitat areas include the Carrizo Plain in California and the uplands adjacent to the Colville River in Alaska, the San Pedro and Aravaipa Rivers in Arizona, the lower Klamath River in Oregon and California, and the Goshute Mountains in Nevada. The BLM will continue to focus management on critical and nationally recognized raptor habitats in the 1996 program.

• **Nongame Wildlife.** Public land ecosystems provide habitat for several hundred nongame wildlife species including several species of amphibians and reptiles such as the Western spade-foot toad, gopher snake, and Western fence lizard. Birds include the sage sparrow, horned-lark and long-billed curlew while small mammals are represented by numerous species as bats, the kangaroo rat, the pygmy and desert cottontail rabbits and the Arctic fox. Nongame species are critical components of the ecosystem and comprise the majority of biodiversity. Many species of small mammals and birds for example are critical to ecosystem function by pollinating and spreading seeds, keeping some insect pests in balance and helping in nutrient cycling.

BLM has long recognized that nongame species are not only valuable for maintenance of ecosystem health but provide a tremendous source of enjoyment for the public. In order to help expand the public's knowledge of these species, the BLM has actively supported inventory, special studies, environmental education and technical training programs.

The BLM's *Watchable Wildlife* initiative provides for improving wildlife, fish, and special status species habitats on public lands. The *Watchable Wildlife* initiative includes development, in cooperation with other State and federal agencies, of a national

network of wildlife viewing sites nationwide, completion of a series of wildlife viewing guides and other interpretative materials. To date the BLM has established over 200 viewing areas on public lands.

The majority of the planned work in the *Watchable Wildlife* initiative for 1996 involves implementing visitor enhancement activities at viewing sites. Examples include additional directional and interpretive signing, development of hiking and nature trails, providing access for disabled visitors at several sites, and habitat restoration in the immediate vicinity of several areas such as willow and tree planting, wetland development, eradication of noxious weeds, and protective fencing.

The *Partners In Flight* initiative is a large, coordinated conservation effort between Federal, State and private conservation interests. The primary goal of this program is to stem the downward trend of neotropical migratory birds that typically summer in temperate climates and winter in Mexico and Central America. The BLM has identified 246 species of nongame birds that rely heavily on public lands either for nesting habitat or as resting areas during annual migrations.

For the majority of BLM lands there is a lack of information on the status and needs of many of these species. As a result, the majority of efforts currently underway are focused at determining status and trends of many species. The BLM, as one of the principal land stewards in the West, plays an active role in this effort by working with other State and Federal agencies, private conservation interests and individuals in establishing and surveying new breeding bird survey routes and monitoring avian use in representative habitats such as sagebrush-steppe vegetation and desert riparian areas.

During 1996 the BLM will continue to identify data gaps, establish new monitoring sites, and implement habitat improvement activities on a number of sites such as the San Pedro National Riparian Conservation Area in Arizona, the Birds of Prey National Conservation Area, and the Chilly Slough area in Idaho. The BLM is working with local working groups to develop standardized inventory and

monitoring protocols to ensure consistency over the entire western U.S. landscape. The BLM is also providing technical expertise to Mexico and other Central American biologists that are participating in this effort south of the U.S. border.

♦♦Justification of 1996 Program Changes♦♦

Table 24. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	20,073	+1,550
FTE	298	+19

The 1996 Budget Request is \$20,073,000 and 298 FTE, a program increase of \$1,550,000 and 19 FTE. This increase is proposed to promote general wildlife habitat management activities.

Measures will be expanded to improve wildlife habitat conditions in conjunction with efforts to restore rangeland health as specified in national and State level strategic plans. Healthy productive rangelands are a critical component of properly functioning ecosystems and they provide important habitat for a wide variety of wildlife species on BLM lands. The wildlife activity will participate in interdisciplinary monitoring and assessment efforts; the preparation and modification of resource management and activity plans; the development of livestock grazing terms and conditions to protect wildlife habitat, and required management actions. Of the additional 19 FTE, 10 are seasonal FTE which will be used primarily for increased monitoring and assessment efforts.

Additional funds will also be used to implement on-the-ground improvements identified in various plans, including the *Fish and Wildlife 2000* strategy plans. These include: Seeking Common Ground (solving livestock/big game conflicts); Watchable Wildlife (wildlife viewing and education); Partners in Flight (non-game migratory birds); Waterfowl and Wetlands; Upland Game Birds; and the Raptor

Initiative (birds of prey). Habitat evaluation and restoration projects are typically co-funded by private and State partners, and therefore attract significant non-federal investments in the management of BLM-administered wildlife resources. Through this program increase, habitat improvement measures would be applied to an additional 100,000 acres, 400,000 additional acres would be evaluated, and 50 existing projects would be maintained.

Examples of project areas in which funds would be directed include the following:

Colorado: Maintenance and construction of water conveyance facilities, dike construction, project planning and design for two large wetland projects at Blanca Wetlands and Hebron Slough. These are part of the newly-created Intermountain West Joint Venture Project of the North American Waterfowl Plan. This project is a joint partnership effort with Colorado Division of Wildlife, Ducks Unlimited, U.S. Fish and Wildlife Service, private landowners, and others.

Idaho: Complete surveys of raptors in the Snake River Birds of Prey National Conservation Area (NCA), and develop educational and interpretive information (both literature and kiosks to improve environmental education and awareness) for the visiting public at the NCA.

Montana: Complete the Anita Reservoir wetlands and waterfowl enhancement project. BLM is currently working with private landowners, conservation groups, the State Department of Fish, Wildlife and Parks and the Bureau of Reclamation in developing the Anita Reservoir project. This project, when completed, would provide for 1000 acre feet of releasable water and an additional 6000 acre feet of non-releasable water that would be used to enhance existing waterfowl habitat and create additional wetland habitat that would benefit both waterfowl and other wetland dependent species.

New Mexico: In the Albuquerque District, there is the need to match Sikes Act program funds to complete a variety of ready-to-go projects to restore or improve wildlife habitat. Emphasis is on big game,

but a variety of other game and non-game species would benefit.

Oregon: In the Vale District, funds would be directed to plan and carry out prescribed burns in the Trout Creek Mountains to continue habitat improvement. The burns would, in a cost effective way, augment fencing and grazing management changes already in place. Trout, big game, migratory bird populations would benefit.

Utah: Funds would be used to expand the Colorado Plateau Seeking Common Ground initiative projects. The BLM in cooperation with private land owners and the State are actively developing and implementing numerous projects throughout the Colorado Plateau to improve habitat for wildlife, including bighorn sheep, mule deer, and elk. In addition, several federally listed T&E species would also benefit. Funds would be used to improve livestock grazing management through construction of additional water facilities, constructing or maintaining fences, and conducting land treatments to improve both livestock forage and big game habitat.

Table 25. Wildlife - Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Habitat Evaluation (000 acres) * (Inventory & Monitoring)	6,000	6,500	6,900	+400
Habitat Improvement (000 acres) (Management Applied)	1,500	1,500	1,600	+100
Projects Maintained (#)	1,715	1,750	1,800	+50

The BLM is currently evaluating the reporting criteria for Habitat Evaluations.

Justification of Program and Performance**Activity: Wildlife and Fisheries Management**
Subactivity: Fisheries Management

Table 26. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	6,064	+82	+4,000	10,146	+4,082
FTE	80	0	+4	84	+4

→Objectives→

The objectives of the fisheries management program are as follows:

- maintain or enhance the habitat for anadromous fish in the Pacific coast drainages;
- manage habitat for resident fish species that spend any portion of their life cycles on the public lands and that are of high economic, social, or scientific value to local communities and the Nation; and,
- improve the quality and quantity of recreational fisheries on the public lands in a manner consistent with conservation ethics and resource capability.

→1996 Program→

The streams, rivers, springs, lakes, and reservoirs on the public lands provide spawning, rearing, and other key habitat components for many species of cold and warm water fishes. Anadromous fish species, such as salmon and steelhead trout, are important for commercial, recreational, and subsistence purposes. Throughout their range, warm water and resident trout species also provide important social and economic benefits to local communities and the nation. There are over 160,000 miles of streams which support populations of both resident and anadromous fish species. The BLM also manages 2.9 million acres of lakes and reservoirs inhabited by resident fish.

- *Resident Fisheries.* Resident fisheries habitat management relates to management of habitat for resident trout and warm water species that are important for recreational or scientific purposes. Habitat for these species includes some 155,000 miles of stream, 192,000 acres of reservoirs, and 4 million acres of lakes.

In 1996, the BLM will continue resident fisheries habitat improvement efforts on high priority areas throughout the West. One such effort is the cooperative project initiated in 1994 to improve fisheries habitat at Lake Havasu, AZ. This effort is funded at \$750,000. This is a joint venture with the Arizona Game and Fish Department, California Department of Fish and Game, Anglers United, and the Bureau of Reclamation. Additional cooperators include Arizona State Parks, the Fish and Wildlife Service, Lake Havasu City Parks and Recreation Department, Metropolitan Water District, and local bass clubs.

The objective of the *Lake Havasu Fisheries Improvement Project* is to increase fish populations in the lake and provide recreational opportunities for thousands of fishing enthusiasts by:

- placing artificial habitat in selected coves of the lake to increase the availability of game fish and improve angler catch rates;
- reducing predation on young native fish by providing protected cover in selected coves;

- increasing access to the lake through construction of foot trails and fishing docks for both the non-boating angler and the physically challenged; and,

- providing necessary support facilities to accommodate recreationists. These include access roads, parking areas, restrooms, fish cleaning stations, picnic areas, and interpretive facilities.

At the continuing funding level, BLM will improve site access and enhance habitat conditions in seven coves by installing 8,000 fish habitat structures (bass shelters, catfish houses and other habitat improvement structures) on the Lake Havasu project. This project, when fully implemented, has the potential to return \$3.5 million annually to the local economy.

Other fisheries management efforts include habitat restoration projects on key stream/watershed areas such as the Arkansas River in Colorado, the San Pedro River and Gila Box National Conservation Area in Arizona, the Rio Grande River, the Mary's River in Nevada, and others. Management efforts will include habitat evaluation and assessment; access enhancement; water quality enhancement measures; installation of structural improvements such as boulders, gabions and trees; and various streambank improvements and rehabilitation projects.

- *Anadromous Fisheries.* Some 13,000 miles of spawning and rearing streams for salmon and steelhead trout occur on the public lands in Alaska, California, Idaho, Oregon, and Washington. Over 58 million pounds of fish that spawn in BLM managed streams are harvested annually by commercial fishermen at a current market value estimated at \$40,000,000. In addition, over 1,500,000 days of recreational fishing produce approximately \$24,000,000 in economic benefits to local communities.

The BLM will continue to work cooperatively with the U.S. Forest Service on management of salmon, steelhead, and sea-run cutthroat trout in these watersheds. Management activities will concentrate on maintaining or restoring habitat conditions for

the sustained natural production of these Pacific anadromous fish.

A discussion of the PACFISH initiative, which is designed to improve habitat conditions for sensitive, candidate, or listed anadromous fish stocks, is included in the Threatened and Endangered Species Activity section.

♦♦Justification of 1996 Program Changes♦♦

Table 27. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	10,146	+4,000
FTE	84	+4

The 1996 Budget Request is \$10,146,000 and 84 FTE, a program increase of \$4,000,000 and 4 FTE. This increase is proposed to implement the Secretary's *Recreational Fisheries Initiative*.

♦♦Introduction/Objectives♦♦

The proposed \$4.0 million increase is BLM's portion of the \$8 million Departmental Recreational Fisheries Initiative and will be used to improve the health of recreational fisheries by strengthening public participation in stewardship and restoration projects, increasing fishing opportunities on BLM lands, and restoring habitat to benefit wild stocks.

An April, 1994 Sport Fishing Institute publication indicated that recreational fisheries in the United States provides \$69 billion in economic output, 1.3 million jobs, and recreational opportunities for 50 million anglers annually. Over 7 million angler days are spent on BLM waters, resulting in some \$360 million in fisheries related expenditures and which provides the basis for 11,600 recreational fishing related jobs. This underscores the social, recreational, and economic importance of sport fishing on BLM waters.

The need for restoration efforts to restore, improve and/or maintain functioning ecosystems and aquatic health is urgent. This fact has been identified in planning and assessment actions associated with this Secretarial initiative as well as various BLM strategic planning documents related to fisheries resource management.

The BLM will focus its efforts on recreational fishery resources and aquatic habitat in those areas where there is a Federal interest, where partnerships with States, Tribes, the private sector, and other Federal agencies can be developed, and where recreational fish species are declining.

The BLM has developed partnerships and works with other Federal agencies, States, Tribes, and private organizations such as the American Sport-fishing Association, Trout Unlimited, BASS, the National Fish and Wildlife Foundation, and the American Fisheries Society to conserve and restore fishery resources, develop education and outreach programs, promote National Fishing Week, and participate in other activities that enhance recreational fisheries.

The BLM will initially concentrate its activities in areas where there are active habitat management plans and where partnership opportunities can provide cost-sharing and in-kind service opportunities that will leverage Federal funding.

In 1996, BLM will emphasize work on recreational fishery resources in or near urban areas or in areas of heavy recreational use, with particular emphasis on projects that enhance recreation through wise resource management. BLM will also increase its outreach and education programs to the public, including more emphasis on National Fishing Week activities and other efforts to encourage public participation in recreational fishing.

◆Habitat Restoration◆

The BLM is in a strong position to effectively implement an expanded fisheries initiative because of the extensive analysis and strategic planning already completed under the *Fish and Wildlife 2000* strategic planning document. Fisheries resources on

public lands have been categorized and specific national strategy plans are in the process of being implemented for each category including: Anadromous Fish Habitat; Resident Fish Habitat; and Special Status Fish Habitat. As an integral part of this, a "Bring Back The Natives" initiative is being implemented jointly with the Forest Service, the National Fish and Wildlife Foundation and others. This effort is designed to restore the health of entire riverine systems and their native fish species.

These strategic plans and their supporting detailed local plans provide a comprehensive basis for targeting funds and resources in the field and to specific work projects in order to accomplish priority work in an expedient manner.

Through this initiative, stream enhancement and restoration projects would be completed on about 200 additional stream miles. Projects would emphasize the following: 1) habitat restoration by reestablishing appropriate trees, shrub, and herbaceous communities needed for cover, shade and streambank stability; 2) off channel developments which are used by salmonids for critical overwintering and rearing habitat; and 3) in-stream structures constructed of logs, trees and boulders, which are used for stabilizing eroding banks, improving channel complexity, creating pool habitat, providing cover, and trapping spawning gravel.

Also included are projects which would reduce erosion and sediment discharges into aquatic and stream areas. Elevated levels of sediments are having detrimental effects on many stream reaches by clogging spawning gravel, smothering aquatic insects on the stream bottom, and filling in pools which are important for juvenile fish survival. These sedimentation reduction projects include streambank stabilization; road recontouring; road resurfacing; and vegetative reseeded to enhance watershed protection and reduce soil erosion.

Increased funding would be directed to meeting BLM's highest priorities in the Pacific Northwest, the Great Basin/Intermountain Region and in South Western ecosystems. Critical needs remain to address fisheries restoration in the Pacific North-

west, including portions of the Columbia-Snake River Basins. Habitat assessment and restoration efforts are also needed in the Great Basin and the Southwest to restore habitat and population levels of various warm and cold water fish species.

The majority of the program increase would be directed to on-the-ground aquatic and stream restoration activities, most of which would be accomplished through contracts with the private sector. This will result in increased job opportunities and economic benefits to local communities, in addition to improving aquatic and stream habitat conditions.

Some of the more important projects targeted for implementation under this initiative in 1996 include the following:

Blackfoot River Ecosystem, Montana (A River Runs Through It): The BLM will work with other agencies and local landowners to reclaim fish habitat and to restore the watershed to its original pristine condition.

Arkansas River, Colorado: Some 10 - 15 recreational fishing projects will be completed in cooperation with the Bureau of Reclamation, US Fish and Wildlife Service, Colorado Division of Wildlife and various groups such as Trout Unlimited, Boy Scouts, etc. Habitat protection and restoration measures will be applied.

Campbell Creek, Anchorage, Alaska: This is a partnership among BLM, FWS, Alaska Department of Fish and Game, Alaska State Parks, USFS, Alaska Fly Fishers; Anchorage School District, and the Boy Scouts to implement streambank stabilization and channel restoration projects.

Little Susitna River, Alaska: This partnership among BLM, FWS, Alaska Department of Fish and Game, Alaska Department of Natural Resources; Soil Conservation Service; King Salmon Fund; and the Alaska Sportfish Association is designed to stabilize stream banks and restore vegetation to enhance aquatic habitat.

Klamath Basin-Trinity River, California: In this partnership effort, restoration would focus on reducing sedimentation from BLM lands in the Crass Valley Creek watershed. This watershed, which contributes 70% of the sediment into the Trinity River, is largely BLM owned and 50% of potential restoration projects are located on BLM lands. In addition, many of the best fishing access areas are on BLM land. A high priority restoration area is on Indian Creek, a key tributary to the Trinity River, and includes measures to install gradient controls, scarifying existing gravel, adding processed gravel, constructing pools with cover, and revegetation of the riparian zone.

Mattole River Basin/King Range National Conservation Area, California: This is a partnership among the California Departments of Fish and Game, Water Resources, and Forestry and Water Resources Control Board; FS; SCS; NMFS; EPA; FWS; BIA; Trout Unlimited; Mattole Restoration Council; and other local groups. Riparian habitat restoration and stream channel stabilization will be implemented to improve conditions and prevent further decline of salmon populations.

Lake Havasu Fisheries Improvement Project: Habitat restoration efforts would be expanded on this important warm water fishery on the California-Arizona border. Habitat improvement measures will concentrate on the installation of artificial structures to improve fish hiding and rearing cover through the installation of 6,000 additional artificial reef habitat structures. These structures are specifically designed to enhance spawning and to improve fisheries habitat in selected cove sites, bringing the level of habitat improvement structures installed in the Lake Havasu project in 1996 to 14,000.

♦Performance Measures and Workload Accomplishments♦

The Recreational Fisheries initiative will be evaluated in the long-term based on improved physical habitat for recreational fish species, improved recreational fish species populations, increased fishing, and increased public participation and use of recreational facilities.

Short-term performance will be measured by the number of stream miles and aquatic acres which are restored or on which management measures are applied. These management measures will include items such as restricting or modifying livestock use; placement of in-stream structures, protective fencing, streambank stabilization projects, vegetative improvements, and others.

The \$4 million funding increase will allow management and restoration measures to be applied to an additional 200 stream miles, and on 3,000 reservoir/lake acres. Also, 100 additional existing fisheries projects will be maintained.

Table 28. Fisheries - Workload Accomplishments: 1994, 1995, 1996.

Workload Measure		1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Habitat Evaluation (Inventory & Monitoring)	(Miles)	2,175	2,400	2,400	0
	(Acres)*	16,300	17,800	17,800	0
Habitat Improvement (Management Applied)	(Miles)	1,150	1,300	1,500	+200
	(Acres)*	7,500	13,500	16,500	+3,000
Project Maintenance	(Number)	400	400	500	+100

* Includes some reservoir acres not counted in previous years.

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Justification of Program and Performance**Activity: Threatened and Endangered Species**

Table 29. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Threatened & Endangered Species \$	17,531	18,046	+301	0	18,347	+301
FTE	229	242	0	0	242	0

◆◆Authorizations◆◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701 et seq.) provides for resource management, rehabilitation, protection, improvement, planning, and administration on the basis of sustained yield. It provides for the management of the public lands in a manner that will protect the quality of ecological, environmental, air and atmospheric, and water resource values. It requires the preparation and maintenance of an inventory of public land resources on a continuing basis. It directs that areas of critical environmental concern (ACEC) be given priority in the inventory of public lands, in developing and revising land use plans, and in applying special protective management.

The Endangered Species Act of 1973, as amended (ESA) (16 U.S.C. 1531 et seq.) directs Federal agencies to ensure that their actions do not jeopardize threatened and endangered species, and help bring about their recovery.

◆◆Objectives◆◆

The major objectives of this program are to:

- Recover populations of Threatened and Endangered (T/E) plants, fish, and wildlife on public lands and restore species and populations to historic

ranges consistent with BLM land use plans, after consultation with other Federal and State wildlife agencies.

- Manage the habitat of special status plants and animals to avoid endangering the species and/or the need to list the species as T/E by either State or Federal governments.
- Conserve rare, vulnerable, and representative habitats, plant communities, and ecosystems (i.e., unique vegetation communities, ACECs, etc.)

◆◆1996 Program◆◆

The Endangered Species Act of 1973 (ESA), as amended, requires that BLM carry out programs for threatened and endangered (T/E) species and the ecosystems upon which they depend, in order to bring these species and their habitats to a condition where the protective provisions of the ESA are no longer necessary. This involves both recovery actions and ensuring that other BLM program actions are not likely to jeopardize a species or destroy its habitat.

The BLM has recently entered into a multi-agency agreement with the Forest Service, Fish and Wildlife Service, National Park Service and the National Marine Fisheries Service which establishes a general

framework for the conservation of species that are trending toward federal listing as threatened or endangered. Through interagency participation, conservation assessments and agreements outlining management needs will be developed to remove, reduce, or mitigate threats to candidate or sensitive species to prevent their need to be listed.

- *Listed species.* BLM's T/E species management efforts for listed species are designed to comply with the ESA requirements to avoid jeopardizing a species and help bring about its recovery. Specific strategies involve completion of data bases to identify and track species occurrence and recovery actions; inclusion of specific T/E objectives in recovery plans and/or activity plans, such as coordinated interdisciplinary plans and HMPs; and implementation of a monitoring system to track population trends, habitat conditions and specific on-the-ground management activities.

The number of listed species inhabiting the public lands has been increasing over the last several years at a rate of between 15 to 20 species annually. In 1996, the public lands are expected to provide part or all of the habitat requirements for over 230 plant and animal species that are listed or are proposed to be listed as threatened or endangered, involving about 16 million acres of habitat.

- *Candidate species.* At least 1,200 plant and animal species that occur on the public lands are listed by the Fish and Wildlife Service as candidate species. In 1994, this involved over 700 candidate plants and 570 animals including a number of rare insects and snails that are found only on the public lands. Many species occupy vast areas of the public lands, while others are confined to isolated springs or unique natural plant communities. The BLM's policy objective is to manage the habitat of candidate species to maintain populations at a level which will avoid the need to list the species as threatened or endangered by either the State or Federal government.

♦Management of Key Initiatives and Special Status Species♦

Desert Tortoise

The BLM has been able to demonstrate a greater efficiency and effectiveness in managing desert tortoise habitat by utilizing a rangewide approach to habitat management. In each of the 4 States (Arizona, California, Nevada, Utah) where desert tortoises occur, rangewide habitat management plans are in place. The management strategies incorporated into the plans include categorizing habitats throughout the species' range, monitoring key habitats, and minimizing negative impacts from other uses. The listing of the desert tortoise as a threatened species in the Mojave Desert places greater emphasis on implementing BLM's range wide plan and monitoring of tortoise habitat.

PACFISH

Management of candidate and Federally listed species of anadromous fish in the Columbia and Snake River Basins of Oregon, Washington, and Idaho and the coastal watersheds of Oregon and California will continue as a priority in 1996. Management efforts to improve anadromous fish habitat support the Pacific Northwest Salmon Summit objectives and recommendations developed in 1992. The majority of funding provided for the Columbia Snake River Basin Anadromous Fish initiative will be directed toward listed or candidate species.

Land use plan amendments and environmental impact statements outlining management actions affecting anadromous fish will be completed for habitat located in Oregon, Washington, Idaho and Montana in 1996. Management actions to restore habitat conditions will be implemented consistent with these plans. Management activities will include such items as:

- planning and coordinations activities,
- sedimentation reduction through road resurfacing, culvert replacement, and slide removal,
- placement of woody debris in stream channels,
- bank stabilization projects,

- riparian habitat enhancement,
- screening of irrigation diversions
- fish passage enhancement, and
- program evaluation.

A key element of the anadromous fish effort is to improve resource conditions on the adjacent upland rangelands and forested areas. Watershed analysis efforts will be completed on high priority areas to ensure the overall health and productivity of entire watersheds.

Table 30. Anadromous Fish Funding - Exclusive of Alaska: (\$000s)

Source	1995	1996	Change
Jobs in the Woods	6,000	11,000	+5,000
Columbia/Snake River Basin	9,600	9,600	0
Recreational Fisheries Initiative*	0	800	+800
O&C Base Funding	750	750	0
MLR Base Funding	75	75	0
Total	16,400	22,225	+5,825

* Targeted toward non-T/E species.

Northern Spotted Owl

The northern spotted owl was Federally listed as a threatened species effective on July 23, 1990, and as a result, BLM's management of program activities affecting the habitat of the owl have been significantly impacted. Recovery/activity plans are currently being developed in cooperation with the Fish and Wildlife Service and other participating agencies. Additional inventory, monitoring, and habitat improvement projects on public lands will be required to recover owl populations to a secure level. The O&C Grant Lands account addresses additional management actions related to this species.

Special Status Fish

Over 110 fish species are either Federally-listed as threatened, endangered, or are candidates for Federal listing. Most of these species occur in the Great Basin or Desert Southwest and many are found only on the public lands. Some species, such as Lahontan cutthroat trout, once ranged over broad areas and thousands of miles of streams in Nevada, California and Oregon. The range of this species is currently restricted to the headwater reaches of certain streams.

Increased management efforts will be placed on the bull trout in Idaho and Western Montana. Management recommendations for this species are being considered in conjunction with the EIS being prepared for the Upper Columbia River Basin. Habitat restoration activities including stream structures and measures to improve water quality will be implemented consistent with this EIS.

The BLM is an active participant in the cooperative *Bring Back the Natives* effort along with the U.S. Forest Service and the National Fish and Wildlife Foundation. The goal of this effort is to restore the health of entire riverine systems and their native species. National, State, and local partners and volunteers are also supporting actions which target key habitats and plant and animal species, as well as water quality. Examples of restoration efforts include improvements on 116 miles of stream habitat within the Marys River watershed in north-eastern Nevada which are designed to provide the foundation for the recovery of the threatened Lahontan cutthroat trout. Restoration efforts are also being undertaken on LaBarge Creek in Wyoming to improve Colorado cutthroat trout.

Special Status Plants

In 1992, BLM completed a strategy plan for special status plants. The plan was designed to address long-term management goals and objectives for 820 species that are either Federally-listed as threatened or endangered, or are candidates for listing. Examples of proposed actions that have been identified as ultimately needed include: complete inventories on 143 million acres to deter-

mine locations, abundance, and threats to populations; complete nearly 460 studies on specific plant populations to define biological and ecological needs and to develop actions that will be required to recover species to stable population levels; prepare about 500 activity plans; construct some 250 projects for plant species protection; acquire important habitat areas; expand monitoring of known populations; and implement environmental education and awareness programs that will aid in the protection and recovery of species that are especially vulnerable to man's activities.

The BLM has joined the Forest Service, National Biological Service, National Park Service, Fish and Wildlife Service, several other Federal agencies, and the National Fish and Wildlife Foundation in the *Native Plant Conservation Initiative*, to coordinate conservation of listed plants on more than 600 million acres of federal lands. This will allow for development of range-wide conservation strategies for many of the more than 400 listed plant species. A focus of the initiative is to increase agency capabilities through improved collaboration with botanic gardens, universities, conservation organizations, and professional societies. Interagency efforts will improve sharing of information and expertise, focus research on priority species, and allow integrated conservation solutions to be coordinated across agency jurisdictions.

Special Habitats

The public lands encompass a large array of habitats, plant communities and ecosystems, many of which are rare and/or vulnerable. Under objectives specified in *Fish and Wildlife 2000* and the Special Status Plants Strategy Plan, BLM will identify and monitor such habitats (e.g., plant communities/ecosystems) and implement management decisions to ensure the maintenance of the habitat's unique characteristics. These actions, in combination with other habitat management actions, will help ensure maintenance of biological diversity on the public lands, as well as the continued presence of rare or vulnerable plant and animal species habitats.

◆Workload Accomplishments◆

Resource Evaluation

The program for 1996 will provide for evaluating some 13 million acres of T/E and candidate species habitat. This information will help ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs.

Habitat evaluations will be expanding on a watershed basis with special emphasis in the Columbia and Snake River basins and other watersheds supporting anadromous fish.

Habitat Restoration and Improvement

The BLM will complete approximately 180 conservation assessments for sensitive and listed species in 1996. These assessments are comprehensive, state-of-knowledge technical documents that describes the life history, habitat requirements and management considerations for a species or group of species throughout its/their occupied range. These assessments are done prior to completing conservation agreements or recovery plans.

The BLM will also be developing conservation agreements for T/E species in 1996. These agreements document actions agreed upon by BLM, FWS and/or NMFS to achieve the conservation of candidate species through voluntary measures and cooperation. They document specific responsibilities and actions to be taken. The objective of conservation agreements is to reduce threats to candidate species and/or its habitat. An effective conservation agreement and subsequent management actions may lower listing priority or eliminate the need to list a species.

In 1996, BLM will be involved in preparing about 50 recovery plans. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. BLM sometimes supplements recovery plans with specific habitat management plans when necessary to accomplish its portion of the recovery efforts. About

60 habitat management plans with a T/E emphasis will also be written or revised. BLM will continue to implement and monitor existing T/E recovery and management plans for species which rely on the public lands for habitat.

In implementing these plans and conservation agreements, the BLM will apply new management measures on approximately 280 stream miles and 700,000 acres in 1996. These management measures include such items as vegetative treatments, structural project developments, and changes in management practices such as restrictions on OHV use or modifications in livestock use (e.g. restricting spring livestock grazing to protect Desert tortoise habitat).

The BLM and other agencies in the *Native Plant Conservation Initiative*, will continue to collaborate with their partners and the National Fish and Wildlife Foundation to implement priority on-the-ground conservation actions to protect listed and other special status plant species. These diverse and innovative partnerships develop community-based projects which protect and restore habitats and build public support for plant conservation.

Through a cooperative effort with the National Fish and Wildlife Foundation, \$250,000 is budgeted in

this subactivity for challenge cost share work supporting sensitive status species evaluation and restoration projects. (The Fish and Wildlife Activity narrative provides further discussion of this effort.) In addition, \$1,750,000 of riparian challenge cost-share work will be completed through BLM field offices.

Part of BLM's strategy to prevent listing and to promote recovery of species is to acquire and protect habitat. This is accomplished through BLM's land acquisition program, primarily through the Land and Water Conservation Fund and through exchanges. Many of BLM's proposed land acquisitions for 1996 include habitat for sensitive, candidate, or listed species. For example, the Santa Rosa Mountains acquisition will provide habitat for the peninsular bighorn sheep, the desert slender salamander, and the Least Bell's vireo, a small bird. The San Pedro National Conservation Area acquisition will provide key habitat for the grey hawk, peregrine falcon, and the Southern bald eagle. The Otay Mountain/Kuchamaa acquisition supports habitat for at least 15 candidate plant species, including the world's largest stand of Tecate cypress.

Table 31 T/E Species Program - Workload Accomplishments 1994, 1995, 1996.

Workload Measures	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
T/E Habitat Evaluations (000s acres) (Inventory and Monitoring)	14,300	13,300	13,300	0
T/E Habitat Restored (000s acres) (Management Applied)	650	700	700	0
Conservation Assessments (# completed)	120	180	180	0

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Activity Summary**Activity: Recreation Management**

Table 32 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Wilderness Management	\$ 12,998	13,392	-391	+5,000	18,001	+4,609
FTE	186	209	0	+85	294	+85
Recreation Resources	\$ 25,104	25,889	+448	+250	26,587	+698
FTE	390	443	0	+4	447	+4
Recreation Operations	\$ 1,462	1,456	+16	+2,525	3,997	+2,541
FTE	23	23	0	+55	78	+55
Total Dollars	39,564	40,737	173	7,775	48,585	+7,848
Total FTE	599	675	0	+144	819	+144

◆Authorizations◆

The Federal Land Policy And Management Act of 1976 (FLPMA) (43 U.S.C. 1701 et seq.) identifies recreation as a major use of public lands, and requires protection of scientific, scenic, historical, ecological, and archaeological values, preservation and protection of certain public lands in its natural condition; and provisions made for outdoor recreation, human occupancy, and use of the public lands;

43 U.S.C. 1771 requires preparation and maintenance of an inventory of public lands resources on a continuing basis;

43 U.S.C. 1712 directs that areas of critical environmental concern be given priority in the inventory of public lands, in developing and revising land use plans, and in applying special protective management;

43 U.S.C. 1781 provides for the management of the California Desert Conservation Area and implementation of the Desert Plan;

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental design arts in making decisions about major Federal actions that may have a significant effect on the environment;

Section 603 of FLPMA (43 U.S.C. 1782) requires Secretarial review of all roadless areas of 5,000 acres or more and roadless islands on the public lands having wilderness characteristics, and submission of recommendations to the President by 1991 concerning their suitability or unsuitability for wilderness designation;

The Wilderness Act of 1964 (16 U.S.C. 1131 et seq.) provides for the designation and preservation of wilderness areas;

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460) provides for the establishment of the Land and Water Conservation Fund, special bureau accounts in the U.S. Treasury, the collection and disposition of recreation fees, the authorization for appropriation of recreation fee receipts, and other purposes;

The King Range Act of 1970, as amended (16 U.S.C. 460y) provides for management and development of the King Range National Conservation Area for recreational and other multiple-use purposes;

An Act to establish the Red Rock Canyon National Conservation Area in Nevada (16 U.S.C. 460ccc) provides for the conservation, protection and enhancement of cultural and natural resources values by the Bureau of Land Management within the Red Rock Canyon National Conservation Area;

An Act to establish the El Malpais National Monument and the El Malpais National Conservation Area in the State of New Mexico, (16 U.S.C. 460uu-21) provides for the protection and management of natural and cultural resource values within the El Malpais National Conservation Area by the Bureau of Land Management;

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460xx) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes;

The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249) establishes a national trails system and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes, or sold with the receipts to be deposited in the Land and Water Conservation Fund;

The National Parks and Recreation Act of 1978 (16 U.S.C. 1242-1243) establishes a number of national historic trails which cross public lands;

The Wild and Scenic Rivers Act of 1968, as amended (16 U.S.C. 1271) provides for the development and management of certain rivers;

The Federal Cave Resource Protection Act of 1988 (16 U.S.C. 4301) provides for the protection of caves on lands under the jurisdiction of the Secretaries of Interior and Agriculture, establishes use permit terms and conditions, and penalties for violations; and

The Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et seq.) provides for the designation and conservation of certain public lands in Alaska. BLM responsibilities include six wild and scenic rivers, nine study rivers, one national conservation area, one national recreation area, and one national scenic highway.

◆Activity Description◆

This activity includes all facets of managing and protecting recreational resources and recreational opportunities and designated and potential wilderness areas. It also includes managing the collection of recreation user fees.

The primary objectives of this activity are to provide quality recreational opportunities that foster the health of the land, minimize natural resource damage, protect wilderness values, and assure that the public receives a fair market value for any commercial ventures profiting from the public land resources.

All subactivities share common work processes of resource assessment (inventory, planning and monitoring), use authorization (permitting), and compliance (permit administration and enforcement). A high degree of public contact occurs between BLM and other federal agencies, non-governmental organizations, state, and local governments and the general public.

Justification of Program and Performance**Activity: Recreation Management**
Subactivity: Wilderness Management

Table 33. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	13,392	-391	+5,000	18,001	+4,609
FTE	209	0	+85	294	+85

◆Objectives◆

The major objectives of the Wilderness program are to:

- provide management strategies that preserve naturalness, opportunities for solitude and other intrinsic wilderness values on all designated wilderness areas.
- prepare wilderness management plans and manage designated wilderness areas according to established regulations and guidance;
- conduct interim management on wilderness study areas (WSAs) pending completion of Congressional action of the President's recommendations for these areas;
- conduct wilderness studies as part of land and resource management planning revisions on an ongoing basis as part of the multiple use management mandate for the public lands as contained in FLPMA;
- participate in National Wilderness Preservation System interagency training and research programs and projects; and
- initiate and implement long-range baseline monitoring of resource conditions and trends as part of an interagency wilderness monitoring system.

◆1996 Program◆

The wilderness resources under BLM management consist of potential wilderness areas (WSAs) and the management of wilderness areas designated by law as part of the National Wilderness Preservation System. At present, BLM manages a total of 5,227,063 acres in 136 designated BLM wilderness areas, and provides interim management to over 20.4 million acres of wilderness, pending further Congressional action. In 1994, the portion of the National Wilderness Preservation System managed by the BLM increased with the addition of 3,573,534 acres of wilderness in California in 69 new wilderness areas.

◆Inventory and Wilderness Studies◆

The study process, completed in 1991, was integrated with BLM's land use planning system. All study reports, including EISs and mineral survey reports for each study area, were combined into statewide reporting packages for approval and decision by the Secretary.

In 1992, the BLM satisfied the provision of §603(a) of FLPMA, which required the Secretary of the Interior to report recommendations for wilderness designation of public lands areas to the President by October 21, 1991. In total, over 90 separate studies and EISs were completed by the BLM. The President transmitted the final BLM wilderness recommendations to Congress in January of 1993.

◆Interim Management◆

Section 603(c) of FLPMA requires BLM to manage the lands in WSAs to maintain their suitability for possible wilderness designation. The purpose of the BLM Interim Management Policy (IMP) is to protect existing wilderness values and to manage all use activities in a manner so as not to impair the suitability of WSAs for preservation as wilderness. Additionally, the IMP governs existing mining, mineral leasing and grazing activities (i.e., "grandfathered" uses or valid existing rights) to prevent unnecessary or undue degradation of the WSA. Primary emphasis under the IMP is on the surveillance and monitoring of ongoing actions and activities in WSAs.

All lands included in WSAs remain under the IMP until legislation is enacted by Congress that either releases them from WSA status by returning them to all types of multiple use activities, or adds them to the National Wilderness Preservation System. In 1996, BLM will provide interim management on 20,422,527 acres in WSAs.

◆Wilderness Management◆

Wilderness area management involves the initial and long-term actions necessary to maintain wilderness values while allowing compatible uses of other resources within a wilderness area. The wilderness area management component is composed of the following workloads:

- ◆ **Interdisciplinary Planning.** BLM develops interdisciplinary management plans for designated wilderness areas which serve as the management guidance for these areas. The BLM wilderness area management planning process resolves issues related to wilderness objectives, long-term protection needs, visitor use administration, management of commercial uses, and other resource activities to assure that wilderness values are maintained as specified in the Wilderness Act.

The BLM's policy is to complete wilderness area management plans within two years of designation. However, where several wilderness areas in a State

are designated in the same year, completion of management plans may take longer.

- ◆ **Wilderness Area Patrols and Surveillance.** All wilderness areas require regular ground and/or aerial patrol and surveillance to detect unauthorized uses that could impair or destroy wilderness values.

- ◆ **Wilderness Area Boundary Identification and Maps.** Upon designation, wilderness areas require signing and mapping. Boundary surveys are conducted, survey monuments are set, and public land records are updated.

- ◆ **Public Education.** Notifying the public, and local governmental agencies, about the designation and boundary locations of new wilderness areas, and the activities that are allowed in wilderness areas, is a large initial workload following wilderness area designation. Brochures, maps, and media coverage are used to accomplish this task.

- ◆ **Commercial Uses of Wilderness and Other Resource Management.** Some commercial uses of wilderness such as livestock grazing, the development of predesignation mining claims, and access to non-Federal inholdings, are specifically allowed in wilderness areas and require wilderness management coordination to assure that impacts to wilderness values are minimized.

◆Resource Protection/Rehabilitation◆

As part of the effort to maintain the primitive and natural character of designated wilderness areas, the BLM rehabilitates certain resource damages in wilderness. These damages may have been the result of unauthorized activities area such as prospecting, mining, off-road vehicle use, or unauthorized road construction. Some damaged occurred before inclusion of the area within the wilderness review process. Other activities may have been conducted illegally after an area was included in the study process and have been identified through interim management. The BLM will rehabilitate the damage if the responsible parties cannot be identified. At the 1996 level, BLM will accomplish 50 resource protection or rehabilitation projects for wilderness areas or WSAs.

→Justification of 1996 Program Changes←

Table 34. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	18,001	+5,000
FTE	244	+85

The 1996 Budget Request is \$18,001,000 and 244 FTE, a program increase of \$5,000,000 and 85 FTE. The increased funding will be used to implement the *California Desert Protection Act*, which provides resource protection and wilderness management for the 69 new wilderness areas, encompassing 3,573,534 acres. The funding increase will be used as follows: \$520,000 will be used to survey 4,000 miles of wilderness boundary and to install boundary signs; \$390,000 will be used to prepare and produce wilderness maps for 69 new areas; \$420,000 will be used for interim wilderness management and planning; \$1,260,000 will be used for law enforcement patrol, surveillance, and resource protection including maintaining over 10,000 wilderness boundary signs and closure of previously used access routes; \$1,060,000 will be used for wilderness/ecosystem management and planning; and \$1,350,000 will be used for interdisciplinary and administrative support related to updating Bureau records, interagency coordination, outreach, and training. BLM and the NPS will also develop and distribute information about the *California Desert Protection Act* to users and the general public.

In 1995 BLM received an additional 15 seasonal FTE for wilderness management. This has been increased by an additional 35 seasonal FTE in 1996. The remaining 50 FTE will be used to implementation of the *California Desert Protection Act*.

The California desert contains public wildland resources of extraordinary and inestimable values for this and future generations. These desert wildlands display unique scenic, historical, archeological, environmental, ecological, wildlife, cultural,

scientific, educational, and recreational values used and enjoyed by millions of Americans for hiking, camping, scientific study and scenic appreciation. Because the California Desert is located only 2 to 3 hours from a population of over 20 million people, these public land resources are faced with increasing threats by adverse pressure which would impair, dilute, and destroy their public and natural values if not protected.

For these reasons the BLM, the NPS, other Federal agencies, the State parks, and private interests are all combining forces to set a new standard for public land management. The California desert will be managed as one ecosystem. BLM and NPS will co-locate and share human, fiscal and physical resources to protect and manage the California Desert. In 1996, the BLM and NPS budgets for implementation of the *California Desert Protection Act* are linked with many priority work activities being jointly shared by both agencies. It is essential that both agency budget requests, be considered as one, for the purposes of the orderly and timely implementation of the legislation. In order to protect the California Desert and manage it in a more efficient and cost-effective manner, it will be necessary to form partnerships with private land owners, mining claimants, livestock operators, and other permittees.

Table 35 Wilderness Management Subactivity Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Interim Management (000s acres)	26,554	26,554	20,422	-6,132
Wilderness Mgmt. Plans (# areas)	15	15	15	0
Wilderness Area Management (# areas)	67	67	137	+70
Resource protection/stabilization (# projects)	29	30	50	+20

Justification of Program and Performance**Activity: Recreation Management****Subactivity: Recreation Resource Management**

Table 36. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	25,889	+448	+250	26,587	+698
FTE	443	0	+4	447	+4

→Objectives←

The major objectives of the recreation program are to:

- sustain healthy land and water resources while providing the highest quality outdoor recreational opportunities;
- share the responsibility for the stewardship of public lands and waterways with our partners and visitors;
- provide quality outdoor recreation opportunities that encourage the freedom to pursue unstructured activities while accepting the responsibility to use resources wisely and respect other visitors and local residents;
- promote, enhance, and facilitate public appreciation and awareness of recreation resources through visitor information services, interpretation, protection, and on-the-ground presence where appropriate;
- provide for the health and safety of users, reduce conflicts among users, and reduce resource damage through intensive management of high use areas and facilities;
- collect revenues for operations and maintenance of recreation fee sites. Ensure special recreation permits and recreation concession leases are issued

to individuals and recreation and tourism organizations operating on the public land, when required;

- develop cooperative relationships with national, State and local tourism entities, and facilitate responsible, private sector use of public recreation resources;
- enhance outdoor recreation opportunities offered on and adjacent to the public lands through expanding partnerships with other Federal, State, and local agencies and the private sector;
- enhance opportunities for pleasure driving associated with the scenic, cultural, and natural resources of the public lands through expansion of the *Back Country Byways* initiative, a component of the National Scenic Byways program; and
- improve access to public lands including accessibility for people with disabilities.

→1996 Program←

In 1996, visits to public lands are projected to increase by 2 percent over 1995 and total approximately 65,000,000. The BLM is projecting to issue 23,200 Special Recreation Permits.

The Recreation Management Program is one of the Administration's *Priority Investments in Natural Resources* initiative and will effectively serve to accomplish the Secretary's *Take Pressure Off National Parks* initiative by providing abundant and diverse out-

door recreation opportunities in close proximity to other national treasures.

Driven by public demand, one major goal is to manage recreational visitation and tourism that promotes resource conservation, supports sustainable development, and promotes local culture. Besides visitor services, public lands provide opportunities to broaden local economies which helps sustain rural communities in the west.

The public lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity, and quality. Nationally recognized resources managed by the BLM include 33 National Wild and Scenic Rivers; 32 National Recreation, Scenic, and Historic Trails; 8 National Conservation Areas; 1 National Scenic Area; 63 Back Country Byways; 1 National Recreation Area and 1 National Outstanding Natural Area.

The BLM also manages 785 developed and 365 semi-developed recreation sites; over 14,100 miles of designated interpretive, hiking, vehicle and equestrian trails; 535 boating access points along 746 river segments (9,554 river miles); 21 concession operations; 4,138,000 acres of lakes and reservoirs; and 56 interpretive and visitor information centers.

In addition, there are 355 special recreation management areas that require intensive management, about 900 recorded caves, and numerous areas of critical environmental concern with significant recreation values. The public lands and related waters also provide many extensive, non-facility oriented areas for a variety of activities such as hunting, fishing, sightseeing, hiking, rock climbing, and hang-gliding.

♦BLM's Recreation 2000♦

Management of recreation resources on public lands is guided by implementation of BLM's *Recreation 2000: a Strategy Plan* and the *Recreation 2000: Update*. The Update provides clear statements of the BLM's recreation management emphasis. Under this plan BLM will emphasize resource-dependent recreation opportunities that typify the vast West-

ern landscapes. BLM will give the public the freedom to choose how to spend its leisure time on public lands within the constraints of preserving natural resource conditions, resolving user conflicts, and providing for public health and visitor safety.

Although BLM manages a wide range of activities and settings, the public lands are noted for the undeveloped, wild nature of their recreation opportunities. BLM will customize the management of each local area according to its own unique attributes and situations.

BLM will continue to highlight management of special areas. It is envisioned that most recreation-related facilities will be for protecting resource values and to serve as staging areas for resource based use and not as visitor attractions in of themselves.

Future program emphasis will stress partnerships and low investment resource-dependent opportunities such as back country byways, watchable wildlife sites, multiple use trails, boating and fishing access and modestly developed camping and day-use facilities. The BLM will pursue key opportunities where resource values and public demand dictate. Elsewhere, BLM will have to guide use to other recreation providers or limit activities to critical custodial management. This means that BLM will have to deny some proposals that are outside of their fiscal reach.

♦ Management of Special Recreation Areas ♦

The BLM is mandated by FLPMA to manage the public lands for a diversity of opportunities and sustainable development as opposed to single, short-term uses. Within the public lands, there are special areas of national significance in which the protection and conservation of significant resources is paramount. Such areas may be Congressionally designated through legislation, such as National Conservation Areas (NCAs), National Recreational Areas, and Wild, Scenic, and Recreational (WSR) Rivers; or by administrative designations, such as Areas of Critical Environmental Concern (ACECs), National Natural Landmarks, National Scenic Areas, or Special Recreation Management Areas (SRMAs).

BLM focuses most of its priority attention on nationally designated areas and SRMAs, where more intensive recreational use requires direct BLM supervision of use activities and calls for investments in resource protection facilities.

◆National Conservation Areas◆

The 1996 program continues the priority emphasis for the BLM's 8 NCAs: the El Malpais in New Mexico, the California Desert Conservation Area and the King Range in California, the San Pedro Riparian and Gila Box Riparian in Arizona, the Birds of Prey in Idaho, the Red Rock Canyon in Nevada, and the Steese NCA in Alaska.

◆Wild, Scenic, and Recreational (WSR) Rivers◆

The 1996 program covers continuing implementation of 33 Wild and Scenic River (WSR) management plans covering 2,020 miles of BLM administered rivers in the National Wild and Scenic River System. This includes permit issuance and supervision of visitor use of these rivers. Pursuant to Congressional direction, BLM will be monitoring all expenditures in 1996 for WSR.

The inventory and evaluation of potentially eligible WSR river segments are conducted as part of BLM's resource management planning process. During 1996, the BLM will continue inventory and evaluate approximately 400 potentially eligible WSR river segments.

◆Permit Management◆

Many unique recreational opportunities on the public lands are made available to the public through the issuance of permits to private individuals, commercial operators, and organizers of competitive events, such as promoters of large mountain biking events. BLM issues permits for several types of recreation activities, such as river use, outfitters (for hunting, backpacking, etc.), off-highway vehicle (OHV) events and competitive events (e.g., land sailing and dog sled races), and also individual recreation use (e.g., camping and long-term visitor areas). These recreational

opportunities provide substantial financial contribution to the local economies and assist in maintenance and operations of recreation fee sites.

◆Visitor Services◆

A variety of visitor services are performed by BLM personnel and volunteers to ensure that visitors have a safe, enjoyable experience. Visitor services work consumes nearly half of the funding resources of the Recreation Resources program. Visitor services include the following functions: 1) visitor protection and supervision; 2) information and interpretive services; and 3) emergency assistance.

This program provides a significant portion of the funding for BLM Law Enforcement Ranger patrols. As multi-resource professionals, uniformed BLM Rangers add visibility and augment local law enforcement authorities. The presence of BLM Rangers trained in both resource management and law enforcement is important in both heavily used and remote BLM areas to provide visitor information, to increase visitor safety and to prevent unauthorized activities that threaten critical resource values.

◆Resource Protection◆

The Resource Protection portion of the program is directed toward preventing degradation or damage to resources from recreation-related activities, such as the installation of barriers, fences and directional and interpretive signs. In 1996, BLM plans to accomplish 295 resource protection projects for recreation resources.

◆Improved Management through Partnerships and Volunteers◆

The BLM continues to encourage partnership arrangements to help in recreation resources, and to seek voluntary contributions of services, money, materials, labor and other expertise to aid in these efforts. Partnership arrangements have been successfully developed with such groups as historical societies, OHV clubs, caving, hiking, and rock-hounding groups, hunting and fishing clubs, ranchers, conservation organizations, boaters, State,

local, and other Federal agencies, and recreation service providers (such as guides and outfitters).

The BLM uses volunteers extensively in this activities to maintain trails and facilities, serve as campground hosts, and provide clerical and other administrative support such as staffing visitor centers and contact stations, conducting statistical reports and data entry. In 1996, 24,000 volunteers are expected to contribute nearly 1,237,000 work hours valued at over \$14.5 million to the BLM recreation program for a total expenditure of \$500,000 from federal appropriations.

Within the 1996 funding level, the BLM plans to devote \$1.2 million to the recreation challenge cost-share program with an expected benefit of \$9.7 million to accomplish additional on-the-ground projects. The BLM also plans to continue partnerships at the national level and implement initiatives such as *Tread Lightly*, *Leave No Trace*, *Back Country Byways*, *Recreational Fishing*, and *Watchable Wildlife*. These initiatives provide the impetus for specific resource management efforts at the State and local level.

◆Back Country Byways◆

BLM and the Forest Service designate certain roads as part of the national byways initiative. This program is intended to expand public access to the public lands for recreation purposes. *Back Country Byways* place emphasis on enhancing opportunities for pleasure driving associated with the scenic, cultural and natural resources of the public lands. There are currently 62 *Back Country Byways* totaling about 3,121 miles in the system. A partnership with the American Recreation Coalition, American Isuzu, and Farmers Insurance has supported and facilitated the designation and implementation of the *Back Country Byways*. Additional partnerships on a State and local level have provided significant support for byway management.

◆Justification of 1996 Program Changes◆

Table \$7. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	26,587	+250
FTE	447	+4

The 1996 Budget Request is \$26,587,000 and 447 FTE, a program increase of 250,000 and 4 FTE. In 1995 BLM received an additional 16 seasonal FTE. This has been increased by 4 seasonal FTE in 1996. The increase will be used to improve customer services for the general public and permit holders based on the results of a national customer survey being accomplished by BLM in 1995.

To respond to the 2 percent increase in public use BLM will issue approximately 2,000 additional recreation permits. Due to a change in the amount of recreation fees received, BLM will enhance the quality of public service and improve maintenance at many fee sites. Additional information is available in the next section.

Table 38. Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Re- quest	Change From 1995 (+/-)
Designated Wild & Scenic River (# miles)	2,022	2,022	2,022	0
Permitting (# Spec. Rec Permits issued)	21,000	21,200	23,200	+2,000
Resource protection (# projects)	274	275	295	+20

BLM administers 2,022 miles of designated national Wild and Scenic Rivers and 4,000 miles of eligible rivers. The Bureau's planning process is used to identify additional eligible sections of river making it difficult to estimate the number of future eligible miles that will occur. Congress must pass legislation to designate new Wild and Scenic Rivers.

*Justification of Program and Performance***Activity: Recreation Management**
Subactivity: Recreation Operations

Table 39. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	1,456	+16	+2,525	3,997	+2,541
FTE	23	0	+55	78	+55

→Objectives←

The major objectives of the Recreation Operations program are to:

- sustain healthy land and water resources while providing the highest quality outdoor recreation services;
- share the responsibility for the stewardship of public lands and waterways with our partners and visitors;
- enhance fee collection capability to support management of recreation facilities, including recreation uses and maintenance of those facilities that generate fees;
- maintain sites and facilities in fee areas with emphasis on protecting the health and safety of the user, protecting the investment, enhancing the visitor's experience, and improving the collection of fees;
- monitor recreation permits to ensure compliance with appropriate laws, regulations, stipulations, terms and conditions;
- implement resource protection projects associated with fee sites and recreation permitting; and
- improve access to public lands including accessibility for people with disabilities.

→1996 Program←

Funds in this program are used to improve the condition of recreation facilities from which fees are collected, perform recreation facilities maintenance and provide for general operation of fee generating recreational sites. The funding comes from the fees collected for recreation use of the public lands under BLM's Recreation Permit programs in the preceding fiscal year. The *Omnibus Budget Reconciliation Act of 1993* amended the *Land and Water Conservation Fund Act (LWCF)* and further expanded collection of recreation use fees deposited into a special account established for each agency in the Treasury of the United States. Funds deposited in the account are authorized to be made available for appropriation in the following fiscal year through the "Management of Lands and Resources" appropriation and are available until expended.

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allowed BLM to retain and spend up to 15 percent of recreation receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.). These amendments provided the basis to increase recreation fee collections to field managers to emphasize recreation maintenance, visitor services, and improve customer satisfaction at all recreation facilities.

♦Recreation Site Operations and Fee Collection Activities♦

The BLM operates 160 recreation sites at which fees are collected. Site operations include collecting fees, and providing visitor services to ensure voluntary compliance with the fee requirements and other regulations associated with a particular site. Volunteers are used extensively as campground hosts to collect fees, and to provide basic maintenance at many sites. The fee structure at each site is evaluated annually to decide if the fees are comparable to similar sites in the surrounding area on private and other agency lands.

Scheduled and corrective maintenance at BLM fee sites, includes maintenance of buildings, shelters, water supply systems, fences, parking areas, retrofitting to accessibility standards, landscaping, parking areas, repairing water supply facilities, pumping vault toilets and dump stations, replacing or repairing broken or non-functioning facilities, and collecting trash.

In 1996, 6,500 volunteers are expected to contribute nearly 440,000 work hours valued at over \$5.5 million to the BLM recreation program for a total expenditure of \$500,000 from federal appropriations

Recreational visitation to public lands is expected to increase by 2 percent for a total 65 million visitors by the end of 1996. Based on this increased, the number of camping, day-use and Special Recreation permits are anticipated to increase by more than 2,000. In addition the number of sites that qualify for fee collection is anticipated to increase by approximately 100.

♦Resource Protection♦

The BLM monitors permitted activities to ensure compliance with the permit terms and stipulations. This monitoring and compliance provide the BLM with the capability to control use and protect resources in many areas. Permit management is important to reduce unauthorized uses of the public lands, to prevent damage to natural and cultural

resources, and to ensure adequate fee collection from special recreation activities.

♦Justification of 1996 Program Changes♦

Table 40 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	3,997	+2,525
FTE	78	+55

The 1996 Budget Request is \$3,997,000 and 78 FTE, a program increase of \$2,525,000 and 55 FTE. The recreation fee collected in 1995 on public lands will be fully appropriated to BLM and made available for improving delivery of services and maintenance and for enhancing access and accessibility to recreation fee sites. The 1996 appropriation will be derived from the recreation receipts collected in 1995 and are expected to total approximately \$4.0 million. Prior to 1996 only a portion of the recreation user fees were appropriated for use by BLM.

Of the additional 55 FTE, 50 are for seasonal employment for enhancing fee site areas. Receiving full appropriations of the collected recreational user fees will encourage BLM managers to pursue a more business like approach to fee collection, fee appraisal and facilities management.

Table 41. Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Resource protection (# projects)	50	50	100	+50

Activity Summary**Activity: Energy and Minerals Management**

Table 42 Activity Summary (\$ 000s).

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Oil & Gas Management \$	52,908	51,793	+1,007	-1,000	51,800	+7
FTE	855	852	0	-13	839	-13
Coal Management \$	8,431	7,854	+159	0	8,013	+159
FTE	121	114	0	0	114	0
Other Mineral Resources \$	9,537	8,576	+173	-2,000	6,749	-1,827
FTE	138	135	0	-24	111	-24
Total Dollars	70,876	68,223	+1,339	-3,000	66,562	-1,661
Total FTE	1,114	1,101	0	-37	1,064	-37

◆Authorizations◆

The Mineral Leasing Act of 1920, as amended, (30 U.S.C. 181, et seq., 185, §28) provides for leasing of coal, oil and gas, oil shale, phosphate, sodium, potassium, and gilsonite on the Federal public domain, mandates a broad spectrum of requirements for lease management, and authorizes the Secretary to determine suitability of public lands for oil and gas pipeline rights-of-way.

The Mineral Leasing Act for Acquired Lands of 1947 (30 U.S.C. 351-359) expands the provisions of the 1920 Act to include mineral resources on acquired lands.

The Federal Oil and Gas Royalty Management Act of 1982 (30 U.S.C. 1701) (FOGRMA), is a comprehensive law dealing with royalty management on Federal and Indian leases. In addition to revenue accountability, it includes provisions pertaining to onshore field operations, inspections and cooperation with State and Indian tribes; duties of lessees and other lease interest owners, transporters and

purchasers of oil and gas; reinstatement of onshore leases terminated by operation of law; and a requirement that the Secretary study whether royalties are adequate for coal, uranium, and non-energy leasable minerals.

The Federal Onshore Oil and Gas Leasing Reform Act of 1987 (30 U.S.C. 226, et seq.), establishes a new oil and gas leasing system and changes certain operational procedures for onshore Federal lands.

The Combined Hydrocarbon Leasing Act of 1981 (30 U.S.C. 181, 351), permits the owners of oil and gas leases issued after November 16, 1981, to explore, develop and produce tar sands and authorizes the issuance of combined hydrocarbon leases in specified areas designated by the Department of the Interior on November 20, 1980.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) (NEPA), requires preparation of environmental impact state-

ments for Federal projects which may have a significant effect on the environment.

Reorganization Plan No. 3 of 1946, §402 (60 Stat. 1099), transferred mineral leasing functions from the Secretary of Agriculture to the Secretary of the Interior for certain acquired lands.

The Department of the Interior Appropriations Act for FY 1981 (42 U.S.C. 6508), provides for competitive leasing for oil and gas in the National Petroleum Reserve in Alaska (NPR-A).

The Federal Coal Leasing Amendments Act of 1976 (30 U.S.C. 201, et seq.) (FCLAA) requires competitive leasing of coal on public lands and mandates a broad spectrum of coal operations requirements for lease management.

The Act of March 3, 1909, as amended, and the Act of May 11, 1938 (25 U.S.C. 396, 396(a)) provide that lands allotted to Indians and unallotted (Tribal) Indian lands may be leased for mining purposes, as deemed advisable by the Secretary of the Interior, and authorize the Secretary to carry out the provisions of the Acts. These Acts also provide the basic mandate under which BLM supervises minerals operations on Indian Lands.

The Mining and Minerals Policy Act of 1970 (30 U.S.C. 21a) sets out the policy of fostering development of economically stable mining and minerals industries and their orderly and economic development and studying methods for disposal of waste and reclamation.

The Geothermal Steam Act of 1970 (30 U.S.C. 1001) authorizes the Secretary to issue leases for the development of geothermal resources. *The Geothermal Steam Act Amendments of 1988* list significant thermal features within the National Park System requiring protection, provide for lease extensions and continuation of leases beyond their primary terms, and require periodic review of cooperative or unit plans of development.

The Materials Act of 1947, as amended (30 U.S.C. 601-604 et seq.) provides for the sale of common variety materials for personal, commercial or

industrial uses and for free use for local, state, and Federal governmental entities.

The Act of March 3, 1879, as amended (43 U.S.C. 31(a)) provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

♦Activity Description♦

This activity includes all facets of managing onshore oil and gas resources, coal resources, geothermal resources, other leasable mineral resources (such as potassium, sodium, uranium and phosphate), and saleable mineral materials (such as sand and gravel) activities on Federal and Indian lands. This activity does not include management of locatable minerals that is found in the Mining Law Administration Activity.

The primary objective of actions in this activity is to provide mineral resources from the public lands in a way that minimizes natural resource damage and assures a fair market value return for any minerals produced from public lands.

All subactivities share common work processes of resource assessment (inventory, monitoring, and economic evaluation), use authorization (leasing, operational approvals), and compliance (Inspection and Enforcement). In addition, a high degree of public contact occurs both for general minerals-related information and more technical public lands data provided to various segments of the public ranging from non-governmental organizations to local, State, and other Federal agencies, to the public.

Justification of Program and Performance

Activity: Energy and Minerals Management

Subactivity: Oil and Gas Management

Table 43. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$ (000s)	51,793	+1,007	-1,000	51,800	+7
FTE	852	0	-13	839	-13

→Objectives→

The major objectives of the oil and gas program are to:

- support the Nation's need to have sufficient, secure, domestic reserves of energy resources, including oil and gas;
- make eligible lands available for leasing through proper planning and coordination with other agencies and the public under FLPMA and NEPA;
- make land available for oil and gas development by timely processing and issuing of leases, and by processing notices of intent (NOIs) to conduct geophysical exploration and associated rights-of-way actions within 10 days of receipt;
- ensure that applications for a permit to drill (APDs) are processed immediately after the 30-day posting period required by law;
- conduct on-site inspections of drilling, production, and abandonment protection operations to ensure compliance with lease terms regarding environmental protection, safety, resource conservation, and receipt of proper revenues due to the Federal and State governments, Indian tribes and allottees;
- conduct drainage detection reviews and analyses on Federal and Indian lands to protect Federal oil and gas resources and act on potential drainage

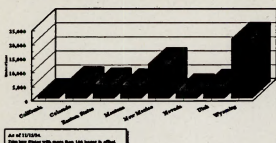
situations (which may involve requiring operators to drill protective wells and/or to pay compensatory royalty);

- monitor diligent development on producing, but not yet fully developed, Indian leases to ensure that appropriate actions on leases and development contracts are timely occurring;
- approve the on-site operations of lessees to ensure that operations are consistent with sound practices for the conservation of the Federal and Indian mineral resource and necessary protection of the environment and other resources;
- review and act on proposals related to Federal and Indian oil and gas operations such as unitization, communitization and gas storage agreements; and,
- eliminate adverse environmental effects from abandoned unplugged oil and gas wells.

→1996 Program→

The onshore oil and gas program is one of the major mineral leasing programs in the Department of the Interior. At the end of 1994, more than 51,000 onshore oil and gas leases existed on Federal lands covering about 39 million acres. About 19,000 leases were in producing status. BLM is also responsible for operational management oversight of about 4,200 producing leases on Indian lands, supervision of drilling on non-producing leases, and

Total Onshore Oil and Gas Leases



advising BIA and Indian tribes and allottees on leasing matters. Interest in this program is widespread, except in the states of Alaska, Arizona, Idaho, and Oregon.

During 1994, a performance review of the oil and gas program was conducted. This review included consultation with employees, industry, Native Americans and environmental groups. It looked at all aspects of BLM's oil and gas program both on Federal and Indian lands. Because of the review, in 1995, BLM will operate several laboratories to decide if permanent program changes are feasible. Regulation streamlining is another aspect of the NPR process that will be carried out over the next several years.

The BLM oil and gas program generates receipts from filing fees, bonuses, rentals and royalty payments. In 1994, BLM received approximately \$80 million in receipts from filing fees, bonuses, and rental with an additional \$609 million from royalties. Revenues generated by Federal oil and gas leases are expected to be approximately \$740 million in 1996.

All receipts from Federal leasing (except filing fees) are divided among the Treasury, the Reclamation Fund, and the States or counties in which the leased lands are located. Receipts from Indian leases go directly to the Indian mineral owner. Lease operations, which include approval and inspection functions performed by BLM on all active Federal and Indian leases, are an important element in ensuring that proper royalty payments are made. A part of this function involves production accountability inspections.

♦Leasing Systems and Prelease Workload♦

Oil and gas leasing is done under both competitive and noncompetitive procedures. Current leasing procedures were established by the *Federal Onshore Oil and Gas Leasing Reform Act of 1987* (30 U.S.C. 226, et seq.).

Pursuant to the Leasing Reform Act, all lands available for a lease must first be offered on a competitive basis before becoming available for noncompetitive leasing. BLM offers available land for competitive leasing by holding quarterly lease sales in most BLM State offices. Leasing efforts will continue to be concentrated in those areas where completed land use planning is in strict conformance with the Oil and Gas Supplemental Planning Guidelines and therefore less vulnerable to legal challenge. Competitive leases require a \$2 per acre minimum bid. If there is no competition for the lease, those lands become available for a noncompetitive lease for two years to the first qualified applicant. If they are not leased after two years, the lands must be offered again for competitive leasing before becoming available for noncompetitive leasing. The *Energy Policy Act of 1992* set the primary term of all leases at 10 years.

Prelease activities also include the following: monitoring permits for geophysical exploration, determining the resource value of onshore oil and gas lands to be offered for exchange or conveyance, adjudicating lease offers, and land use planning.

The BLM plans to hold about 30 competitive lease sales in 1996, consisting of approximately 7,000 parcels. This should result in issuing 2,000 leases for about 1.2 million acres. Noncompetitive leasing should also comprise about 1.7 million acres, resulting from a total of approximately 3,500 lease offers, with about 1,400 leases being issued. The graphic on the following page illustrates the distribution of producing Federal oil and gas leases by state of location.

♦Planning and NEPA Compliance♦

Land use planning, compliance with NEPA, and coordination with other agencies are integral parts

of the prelease workload. BLM is strengthening the NEPA analysis of oil and gas leasing through its planning process (including inventory) and is strengthening sections of existing Resource Management Plans (RMPs) which address oil and gas leasing and development on an interdisciplinary basis within a framework of ecosystem management.

◆Post-Lease Work◆

While leasing is a discretionary action, post-lease actions are mostly mandatory workloads to ensure compliance with the lease terms, to protect other resources present, and to permit the lessee to use the rights contained in the lease. Actions associated with issued leases include review and approval of APDs, review and approval of lease assignments and transfers, unit and communitization agreements, and other operator proposals. In 1996, BLM expects to process 2,300 APDs, 1,000 unitization and communitization agreements and actions, and 25,000 lease adjustments.

◆Stripper Well and Marginal Well Policies◆

BLM is seeking to encourage and sustain domestic energy production and help to avert premature abandonment of low producing wells, due to price fluctuations.

The BLM promulgated regulations, effective September 10, 1992, which set forth conditions allowing a reduction in the royalty rate on 15,000 stripper oil wells (wells producing less than 15 barrels per day). This action is intended to keep stripper wells in production, bring shut-in wells back on line, and to help promote the stability of jobs and services in the domestic oil industry—with least environmental impacts. It will also provide an economic incentive to carry out enhanced oil recovery projects. At the end of a 5-year test period, the program will be reviewed and then continued, modified or ended. If the price of oil averages \$28 per barrel for six consecutive months, the program could also be ended.

◆Drainage Review and Protection◆

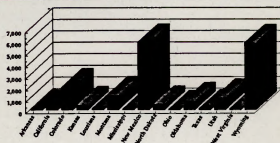
The BLM annually screens nearly all onshore wells drilled in the United States to decide whether a potential drainage situation exists. A potential drainage situation exists when a producing well is withdrawing oil and/or gas from beneath adjacent Federal or Indian lands (leased or unleased) whenever that well is located on: (1) State or privately owned lands, (2) Federal or Indian lands where the revenues from the well are distributed differently from those of the adjacent Federal or Indian acreage, or (3) Federal or Indian lands which are subject to a lower royalty rate than that of adjacent Federal or Indian lands. About 10 per cent or 200 annually are identified as potential drainage situations and are subjected to additional review to find out whether actual drainage is occurring. Of those reviewed in detail, current statistics show that approximately 10 percent will result in actual drainage cases.

Work done to reduce the backlog will be completed in 1995 and result in a "maintenance level" of approximately 3,000 cases by the end of 1995.

◆Inspection and Enforcement Activities◆

To fulfill the Secretary's responsibilities under *The Federal Oil and Gas Royalty Management Act (FOGRMA)* for enforcing regulations governing mineral leasing on Federal and Indian lands, BLM developed its oil and gas inspection and enforcement (I&E) strategy. This strategy involves establishing priorities based on the following criteria: potential for significant revenue losses; operator compliance profiles; poten-

Producing Onshore Oil and Gas Leases



tial for significant environmental degradation or hazard to public health and safety or to other natural resources such as fresh water or coal; and legal, regulatory or other mandatory requirements for inspection.

In 1996, at least one on-site inspection will be scheduled for each high priority producing lease. The remaining producing leases will be inspected at least once every three years. Inspections will also be scheduled at the request of MMS's royalty management staff. Inspection of meters at wellhead locations ensures that accurate measurements of production are made for subsequent royalty assessment and collection purposes.

Besides production inspections mandated by FOGCMA, the BLM conducts drilling, abandonment, and other inspections authorized by regulations under the Mineral Leasing Acts. These inspections are needed to ensure that lessees meet regulations, orders, lease terms and approved plans.

There are many oil and gas wells on BLM land that were abandoned years ago, before bonding levels were increased and before the environmental consequences of abandonment without proper plugging were as well known. BLM has a multi year process underway to find and plug these old wells.

◆Indian Lands◆

The BLM has certain responsibilities related to oil and gas operational actions on Indian lands. The BLM role before a lease sale on Indian lands is purely advisory. While BLM may make recommendations concerning economic and other resource evaluation matters, pre-sale activities are carried out almost exclusively by the Bureau of Indian Affairs and the individual Indian Nations. When requested, BLM provides recommendations on high bid acceptability.

BLM's role is different after a lease is issued, and exploration, development, and production take place. Post-lease operations are approved and supervised by BLM, usually with full Tribal authority for approval of development activities and/or notification of the noncompliance to the operator.

Other determinations (e.g., recommendations concerning establishment of unit agreements) are normally accepted, but the Indian Nations retain the right to decide.

The BLM conducts diligent development reviews of all producing but not fully developed Indian leases. These reviews entail an analysis of the development and production plans of the operator to ensure that wells are drilled until the lease has been fully developed. Indian diligence had been characterized as a material weakness. However, BLM made corrective action and the program is now considered an effective component of our operations.

Inspection and enforcement work on Indian leases is conducted both by BLM and through cooperative agreements with Tribes. Section 202 of FOGCMA authorizes the Federal government to enter into cooperative agreements with Indian Tribes to augment the Federal oil and gas inspector force. BLM has five such agreements funded and in effect with the following nations: Navajo, Ute Mountain Ute, Southern Ute, Blackfoot, and Jicarilla Apache. In 1995 the number of producing leases covered by the agreements was about 1,060. BLM's redesigned nationwide inspection and enforcement strategy includes inspections of Indian leases with emphasis on production accountability.

The Bureau is currently undertaking actions to raise support for these agreements from 50 percent to 100 percent of the cost. This will make agreements more attractive to Tribes and eliminate a funding disparity between MMS and the Bureau.

♦Justification of 1996 Program Changes♦

Table 44. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	51,800	-1,000
FTE	839	-13

The 1996 Budget request is \$51,800,000 and 839 FTE, a program decrease of \$1,000,000 and 13 FTE. The decrease will be accomplished by eliminating the oil and gas leasing program (including any required regulatory changes) in states with little or no production from Federal lands. Public demand for leases in these states (primarily Alaska, Arizona, Idaho, Oregon) is quite low, therefore, there should be an insignificant impact on revenues. Maintenance of leases already in effect will continue at present levels. Planning will give minimal treatment to potential oil and gas development in these

states. If leasing demand rises, it is likely that there will be delays until the appropriate planning and NEPA analyses are completed. Inspection and enforcement and environmental protection continue to be program priorities. This reduction is a result of examining our programmatic priorities and a decision to do business in a new way. Saving money is consistent with Administration efforts to streamline, and is more effective in managing this program. In view of the relatively low level of demand for this service in the above states, and the importance of generating revenue for the US Treasury, this change should allow a redirection of resources while protecting the short-term revenue stream for the US.

Table 45 Oil and Gas Management—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual (rounded)	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Noncompetitive leasing (# leases issued)	1,250	1,400	1,400	0
(# applications processed)	3,500	3,500	3,500	0
Competitive leasing (# leases issued)	2,900	2,000	2,000	0
(# parcels offered)	7,500	7,000	6,750	-250
Lease adjustments (# processed)	25,000	25,000	25,000	0
Lease operations (# APDs processed)	1,800	2,300	2,300	0
Unitization and Communitization (# actions processed)	1,000	1,000	1,000	0
Drainage reviews (# completed)	4,700	2,000	2,000	0
I&E (# inspections performed)	72,071	72,900	72,900	0

Justification of Program and Performance**Activity: Energy and Minerals Management**
Subactivity: Coal Management

Table 46. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	7,854	+159	0	8,013	+159
FTE	114	0	0	114	0

◆Objectives◆

The major objectives of the coal management program are to:

- conduct inspection and enforcement and production verification activities on Federal and Indian lands as mandated by various statutes following applicable regulations, policies, and guidelines. Monitoring for proper royalty and for trespass detection is a part of the inspection and enforcement responsibility;
- support national energy and mineral availability by providing mineral resources through processing coal lease applications for production maintenance and prevention of bypass of Federal coal, by processing lease applications submitted for new mining operations, and by processing of outstanding preference right lease applications (PRLAs);
- ensure continued collection of resource information from private industry exploration by processing coal exploration licenses and exploration plans;
- timely process operations actions (readjustments, royalty reduction, logical mining unit (LMU) applications, cancellations, terminations, assignments and conveyances, relinquishments, modifications, and suspensions);
- ensure compliance with legal and regulatory requirements relating to mining plans, diligent

development, continued operations, advance royalties, and lessee qualification criteria;

- ensure that proper lease, permit, license, and contract bonds are established following existing regulations, policies, and guidelines;
- provide appropriate technical assistance to Indian Tribes and the Bureau of Indian Affairs on coal operations responsibilities; and,
- continue the operation of Regional Coal Teams and the Federal/State Coal Advisory Board as the forums for coordinating and guiding coal leasing activities, to include reviewing lease applications, the mode of leasing, and, if appropriate, establishing long range planning schedules.

◆1996 Program◆

BLM manages about 33 percent of all coal resources in the United States and indirectly affects the use of at least an additional 10 percent. Approximately 60 percent of Western coal is Federally owned and an additional 20 percent is managed or affected by the Federal Government. As of September 30, 1994, there were 431 Federal coal leases in force covering about 630,000 acres of Federal lands or subsurface mineral ownership. There were 103 producing Federal leases at the end of 1994. Production from these leases amounted to 286,995,000 tons and generated \$287,536,840 in non-Indian Federal royalties. In 1996, royalties are expected to be about \$370 million.

♦Coal Leasing♦

Although BLM responds to industry demand for leasing of Federal coal, leasing is a discretionary program and specific regulatory requirements must be followed before a lease sale is held and a lease can be issued. In 1986, after completion of a program review, the Secretary of the Interior decided to retain the coal leasing program existing then with certain revisions. The coal leasing program continues to follow the revised procedures adopted then.

At present, Federal coal leasing relies solely on the Lease by Application (LBA) process in which the initiative to lease is taken by industry, instead of relying on regional lease sales undertaken at the Department's initiative. Although the regions have decertified in response to recommendations by the respective Regional Coal Teams (RCT), the various RCTs continue to advise BLM on coal leasing activities and policies. RCT membership includes the Governor (or a representative) from each state in the coal region.

After reduced coal leasing from 1984 to 1990 in response to reduced demand, a modest renewal of industry interest in leasing is occurring. This is evidenced by the 24 lease applications that are now in various stages of processing in preparation for competitive lease sales. Additional applications are anticipated.

As of September 30, 1994, a total of 27 coal preference right lease applications (PRLAs) remain to be processed. Although a low priority workload, processing of these remaining PRLAs is labor intensive. Work will continue in an attempt to complete the necessary work leading to final decisions. In 1995, 3 PRLAs are expected to be processed to final decisions.

♦Coal Operations♦

The coal operations workload is a mandatory workload to administer existing leases. This includes all exploration and development activities that occur on Federal and Indian lands after the issuance of a coal license or lease, including:

exploration, development and production, inspection and enforcement, production verification, and conservation of the resource through oversight of diligent development, bonding, and resource recovery and protection plan (R2P2) approval on Federally-owned coal.

The continuing increase in the BLM's coal operations workload is a result of the increasing number of Federal coal leases becoming subject to provisions of the FCLAA and associated regulations (43 CFR Group 3400). Since lease readjustments occur on the 20th anniversary of pre-1976 leases, and every 10 years thereafter, the operations workload to ensure statutory and regulatory compliance continues to increase, even if few new leases are issued.

This workload also includes activities such as field verification of compliance with applicable laws, regulations, terms and conditions of approved leases and licenses, and reviews of plans for exploration and associated reclamation, mining, processing, resource recovery and protection, and abandonment.

In addition, BLM is responsible for operations on Indian tribal and allotted lands. The Office of Surface Mining Reclamation and Enforcement (OSMRE), and those State agencies delegated OSMRE's functions, are responsible for administering the *Surface Mining Control and Reclamation Act of 1977* (SMCRA). However, the BLM will enforce SMCRA requirements in cases of an emergency or where a situation presents an imminent danger to the resource or human life.

♦Inspection and Enforcement Activities♦

BLM does inspection and enforcement on both non-producing and producing coal leases. BLM conducts annual inspections on all nonproducing coal leases. This on-the-ground inspection is required to detect if unauthorized activities (drilling, exploration, trespass, or production) are occurring. Authorized activities on such leases that fall short of actual production (e.g., exploration and baseline environmental work) under approved plans are inspected more frequently.

BLM conducts quarterly inspections, and quarterly independent production verifications on producing Federal and Indian coal leases to ensure that revenues from leases are accurately reported; that production is continuing following the approved RZP2, the lease terms, law, and regulations; and

that the correct royalty rate is being applied. Greater emphasis is being placed on: 1) enhanced inspection and enforcement activities on Indian and Federal producing leases, and 2) independent calculation of production and production verification.

Table 47 Coal Management—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Noncompetitive leases (# PRLAs processed)	0	3	3	0
Competitive leases (# leases issued)	5	10	10	0
Lease adjustments (#)	952	950	950	0
Lease operations (# plans processed)	377	370	370	0
I&E (# inspections)	800	800	800	0

Justification of Program and Performance

Activity: Energy and Minerals Management

Subactivity: Other Minerals Resources

Table 48. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	8,576	+173	-2,000	6,749	-1,827
FTE	135	0	-24	111	-24

◆Objectives◆

The other mineral resources program includes BLM's management of geothermal, mineral materials, non-energy leasable minerals, leasable uranium, and oil shale resources on Federal lands.

The objectives of this program are to:

- ensure the availability of and meet the demand for certain mineral resources from the public lands and other jurisdictional lands while protecting associated environmental values;
- ensure compliance with the Federal and Indian mineral leasing laws, and the *Materials Act of 1947*, by carrying out the regulations contained in 43 CFR §§ 3200, 3500, 3600 and 25 CFR 216;
- ensure judicious use of public resources by preparing and reviewing mineral classifications of Known Leasing Areas (KLA) and Known Geothermal Resource Areas (KGRA), geologic reports, economic evaluations, and by providing resource assessment data to support land-use planning and environmental analysis, disposal and leasing related actions;
- issue appropriate authorizations (permits, contracts, leases, and licenses), including preparation of environmental documentation, for extracting mineral resources from the public lands, and under specific authorities, from Acquired Lands;
- complete timely operations actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions);
- ensure that lease, permit and contract bonds are established;
- conduct a nationally uniform inspection and enforcement program (including production verification) of industry operations to ensure lessee and permittee compliance with terms of the authorization and to assure that proper payments are made on Federal and Indian Lands;
- investigate unauthorized use of mineral materials and act accordingly when trespass occurs;
- conduct hydrologic monitoring of the two suspended prototype oil shale lease tracts (C-a and C-b) in Colorado; continue compliance monitoring of the two relinquished oil shale lease tracts (U-a and U-b) in Utah.
- ensure that mine abandonment and reclamation activities are conducted following applicable statutes, regulations, and requirements, including guidance for uranium from the International Atomic Energy Agency; and
- provide technical assistance to Indian tribes, native (Indian) allottees, and the Bureau of Indian Affairs, in the review of Indian land mining operations responsibilities.

♦1996 Program♦

The BLM's other mineral resources program provides for the management of geothermal resources, mineral materials, oil shale, leasable uranium, and non-energy leasable minerals such as potassium, phosphorus, and sodium, and their compounds such as potash, phosphate and trona.

Table 49 1994 Other Mineral Resources Production and Royalties.

Commodity	Tons	Royalty (\$)
Phosphate	6,496,267	5,447,771
Potash	2,376,780	4,037,379
Sodium (inc. Trona)	5,473,491	19,281,254
Lead/Zinc	303,556	307,884
Other Minerals	6,674,929	1,042,741
Subtotal	21,325,023	30,117,029
Geothermal	= 1150 (Mw)	20,083,000
Salable Sand & Gravel (yd ³)	12,200,000	4,700,000
Total	N/A	\$54,900,029

Note: Federal lands only. Does not include Indian Lands.

Federal lands contain 60 percent of the known or prospective geothermal resource areas of the United States. Total acreage covered by Federal geothermal leases is slightly less than one million acres.

Total electrical generation capacity from Federal leases has grown considerably since production began in 1980. Current power plant capacity is about 1,150 megawatts (Mw), which is sufficient to meet the needs of a population the size of San Francisco and Oakland combined. New power plants continue to be developed on Federal land, primarily in Nevada. Additionally, there are several direct-use geothermal operations continuing on Federal lands.

The *Mineral Leasing Act of 1920* and the *Mineral Leasing Act for Acquired Lands of 1947* provide that potassium, sodium, sulfur, and other specified minerals (the non-energy leasable minerals) from public lands and Acquired Land are to be leased rather than located under the General Mining Laws. These Acts also provide a statutory mandate for operational activities related to leases. BLM manages mineral resources of these types in 24 states.

Uranium leasing operations managed by BLM are located primarily on Indian lands in New Mexico and Washington. BLM's emphasis in 1996 will continue to focus on reclamation of abandoned and existing sites. The Bureau of Indian Affairs is the leasing entity and office of record for such leases on Indian Lands.

The public lands are an important source of building stone, pumice, clay, sand, gravel, and common borrow materials used for construction work and in energy and other industrial development. The *Materials Act of 1947, as amended*, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway and other public projects.

Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials needed for construction projects that contribute to the growth of cities such as Phoenix and Las Vegas.

♦Use Authorization and Leasing♦

BLM issues the appropriate authorizations (permits, contracts, leases, and licenses) for extraction of these resources, and is responsible for doing mineral resource assessments and classifications in support of leasing geothermal and non-energy minerals on public lands, National Forest land, and other land in which the Federal government owns part or all of the mineral estate, and where the lands are open to leasing. This includes ensuring compliance with the requirements of the National Environmental Policy Act.

Table 50 Other Mineral Resources Leases, Sales Contracts, and Prospecting Permits (as of September 30, 1994).

Commodity	Leases/Sales	Prospecting Permits
Potassium	205	10
Phosphorus	133	8
Sodium	108	3
Lead/Zinc	36	5
Geothermal	466	N/A
Other	51	69
Subtotal	999	95
Salable Sand and Gravel	2,400	N/A

Note: Federal lands only. Does not include Indian Lands.

BLM does other actions (readjustments, renewals, royalty reduction applications, cancellations, relinquishments, modifications, assignments, conveyances, and suspensions) as part of use authorization.

In addition, the BLM is responsible for management of all solid mineral leases on Indian lands. This responsibility includes sand and gravel, when tribes authorize removal through a lease. Responsibility includes approval of plans of operations as well as inspection and enforcement activities at the same level as for leases issued for federal lands. During 1996, BLM will provide the same level of service.

Currently, demand for uranium leasing on acquired and Indian land is low. No oil shale leases are planned to be issued in 1996.

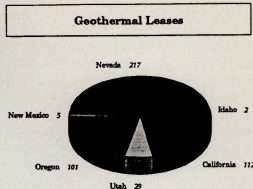
Geothermal

The Geothermal program is concentrated in the states of California, Nevada, Oregon, and Utah, with minor activity in Idaho and New Mexico. Leasing for geothermal resources and non-energy leasable minerals is done under both competitive and noncompetitive procedures. Lands classified as Known Geothermal Resource Areas (KGRAs) and Known Leasing Areas (KLAs) are leased competitively. BLM expects to issue 10 competitive leases for geothermal resources.

Noncompetitive geothermal leases are issued to the first qualified applicant for available land not designated as a KGRA. In 1996, BLM expects to issue about 50 noncompetitive leases for geothermal resources.

The continued development of existing geothermal leases in producing areas, especially California and Nevada, remains strong. Estimated 1996 royalties from geothermal operations are expected to be \$18,000,000.

The *Geothermal Steam Act Amendments of 1988* mandates protection of significant thermal features that involve in-depth geologic analysis of the geothermal resource, and significant levels of interagency coordination with the National Park Service, the



Geological Survey and other agencies. BLM continues to analyze carefully and to cooperate closely with other agencies when considering geothermal leasing in areas near, but not in, "Significant Thermal Features" listed in §115 of the *Department of the Interior and Related Agencies Appropriations of 1987*, and the *Geothermal Steam Act Amendments of 1988*.

During 1996, BLM will do reviews of nonproducing geothermal leases to ensure that diligent exploration expense (DEE) requirements have been met. Failure to pay the additional rental or complete the minimum DEE requirements subjects the lease to cancellation.

Sodium Leasing

The Sodium Leasing program is concentrated in the states of California, Colorado, New Mexico, Utah, and Wyoming. Sodium is produced from both solid deposits (trona) and liquid brines. BLM expects the number of sodium leases to remain relatively constant through at least 1996, although interest in high quality sodium compounds (trona) deposits in Wyoming may generate one or more competitive sales during that period.

Mineral Materials

Public lands are an important source of building stone, sand, gravel, and common borrow materials used for construction work and in energy and other industrial development. The *Materials Act of 1947*, as amended, authorizes BLM to dispose of mineral materials by sale to the public, and at no charge to qualified governmental entities for use in highway

and other public projects. Demand for these commodities is increasing, especially in the western urban areas where federally owned materials are the closest source of such materials needed for construction projects that contribute to the growth of cities such as Phoenix and Las Vegas.

Mineral materials found on the public lands are sold, both competitively and noncompetitively. BLM conducts assessments and appraisals of the value of mineral materials before disposal of mineral materials from the public lands. In addition, free-use disposals are made to Federal, state and local governmental units for public projects.

At the 1996 level, BLM plans to process an estimated 2,000 material sales or free use permits for mineral materials. Also, 45 nonexclusive use sites for mineral materials would be designated.

◆Inspection and Enforcement and Production Verification◆

The Department's FOGRA §303 Report, committed BLM to an expanded role in inspection and enforcement (I&E), and production verification. Greater emphasis was placed on: 1) enhanced I&E activities for producing Federal and Indian leases, licenses, and permits; including independent verification of production.

I&E actions, including independent production verifications, by policy, are intended to be conducted at least quarterly to ensure that all revenues from producing Federal and Indian leases are accurately reported, that operations proceed following the approved mine plan, and that the correct royalty rate is being applied. Annual on-the-ground inspections of nonproducing non-energy mineral leases, licenses, contracts, and permits are required. At the 1996 level, BLM can conduct approximately 4,450 inspections of geothermal, non-energy mineral leases and mineral material sales.

Mineral material permits and contracts are inspected to verify production and evaluate compliance with NEPA and other requirements. When routine compliance inspections, or other information, show the unauthorized removal of mineral

materials, BLM investigates the alleged minerals trespass and takes necessary action to resolve these cases.

In 1996, emphasis in mineral materials I&E actions will be to ensure accurate accounting for the mineral materials removed. The number of inspections will be based on volume produced, with larger operations being inspected more frequently. This will help to prevent the loss of Federal revenues by deterring illegal removals. BLM expects to be able to close 60 mineral materials trespass cases in 1996.

◆Oil Shale◆

BLM will continue to monitor the two prototype oil shale lease sites in Colorado to ensure degradation of groundwater does not occur. In addition, compliance monitoring of the two oil shale tracts in Utah will continue, on which the leases were relinquished in 1986.

◆Justification of 1996 Program Changes◆

Table 51. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	6,749	-2,000
FTE	111	-24

The 1996 Budget request is \$6,749,000 and 111 FTE, a program decrease of \$2,000,000 and 24 FTE. The decrease would eliminate the non-energy leasing program. Leases and prospecting permits would be processed only if the environmental work were completed so that the actual issuance of the use authorization is done at minimal costs. No environmental studies in support of leasing activities would be performed. The impact on actual leasing is expected to be low if trona tracts in Wyoming can be prepared for lease in 1995. Currently, Wyoming trona is the unleased mineral most

in demand. A sale would generate about \$4 million in bonus bids. Similarly, geothermal leasing would be limited to those tracts which are expected to be the target of immediate exploration. Maintenance of leases already in effect will continue at current levels. Inspection and enforcement and environmental protection continue to be program priorities.

This reduction is a result of examining our programmatic priorities and a decision to do business in a new way. Saving money is consistent with Administration efforts to streamline, and be more effective in managing this program. In view of the

relatively low level of demand for this service in certain areas, and the importance of generating revenue for the US Treasury, this change should allow a redirection of resources while protecting the short-term revenue stream for the US.

Table 52 Other Mineral Resources Program Workload Accomplishments, 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Preliminary notices/prospecting permits (# issued)				
• Non-energy minerals	107	110	0	-110
Noncompetitive lease applications (# issued)				
• Geothermal	14	50	50	0
• Non-energy minerals	8	10	0	-10
Competitive leases (# issued)				
• Geothermal	2	10	10	0
• Non-energy minerals	0	7	0	-7
Material sales/free use permits (# processed)	2,725	1,900	1,900	0
Mineral materials nonexclusive use site designations (# completed)	45	60	60	0
Lease adjustments (# processed)				
• Geothermal	400	400	400	0
• Non-energy minerals	100	100	50	-50
Lease operations (# plans processed)				
• Geothermal	60	90	90	0
• Non-energy minerals	98	60	60	0
Mineral materials trespass (# cases closed)	60	60	60	0
Inspection and enforcement (# of inspections)				
• Geothermal	450	450	450	0
• Non-energy minerals	1,270	1,300	1,300	0
• Mineral materials	2,700	2,700	2,700	0

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Activity Summary**Activity: Realty and Ownership Management**

Table 53. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Alaska Conveyance \$	32,074	31,380	448	-4,347	27,481	-3,899
FTE	336	330	0	-20	310	-20
Cadastral Survey \$	13,194	12,331	223	0	12,554	223
FTE	192	190	0	0	190	0
Lands and Realty \$	28,159	28,886	531	-500	28,917	31
FTE	455	473	0	-3	470	-3
Total Dollars	73,427	72,597	1,202	-4,847	68,952	-3,645
Total FTE	983	993	0	-23	970	-23

••Authorizations••

The Alaska Native Claims Settlement Act of 1971 (ANCSA) (43 U.S.C. 1612) requires the survey of Alaska Native lands for conveyance to Native corporations and individuals.

The Alaska Statehood Act, as amended (48 U.S.C. Chap. 2 note) requires the survey of lands for conveyance to the State.

The Alaska National Interest Lands Conservation Act of 1980 (ANILCA) (16 U.S.C. 3101 et seq.) requires maps and legal descriptions for certain areas.

43 U.S.C. 2 provides that the Secretary of the Interior, or such officer as he may designate, shall perform all executive duties appertaining to the surveying and sale of the Public Land, or in anyway respecting such Public Land; and also, as relates to private claims of land and the issuing of patents for all grants of land under the authority of the Government.

43 U.S.C. 52 provides that the Secretary, or such officer as he may designate, shall cause to be surveyed, measured, and marked all base and meridian lines, through such points and perpetuated by monuments; that all private land claims shall be surveyed after they have been confirmed; and that he shall transmit general and particular plats of all lands surveyed to such officers as he may designate.

The Federal Land Policy and Management Act of 1976, (FLPMA) (43 U.S.C. 1701 et seq.) authorizes the management of the Public Land on a multiple-use basis; provides for management of the Public Lands in a manner that will protect the quality of scientific, ecological, environmental, air and atmospheric, and water resource values; and the preservation and protection of certain lands in their natural condition. It also requires preparation and maintenance of an inventory of Public Land resources and other values on a continuing basis and compliance with applicable State and Federal air and water

pollution control laws, and authorizes the following functions:

- 43 U.S.C. 1711, 1738, to prepare and maintain inventories of all Public Land and resources; authorizes the delineation of boundaries of the Federal Interest lands (those in which the Federal government has right, title, or interest);
- 43 U.S.C. 1712(d), to review land classifications in the land use planning process. Also affirmed is the Secretary's discretion to modify or terminate any such classification when the action taken is consistent with the BLM's land use plans. These actions are commonly referred to as modifications or terminations of classifications;
- 43 U.S.C. 1713, to sell a tract of Public Land if the sale of such tract meets certain disposal criteria;
- 43 U.S.C. 1714(l), to make, modify, extend or revoke withdrawals in the normal course of business. These revocation actions do not require Presidential or Congressional review and include withdrawals sought to be revoked prior to the passage of FLPMA 204(l) or to permit a subsequent action taken in the ordinary course of business. These actions are commonly referred to as revocations or modifications of withdrawals;
- 43 U.S.C. 1714(l), to review certain withdrawals in the 11 western States by October 1991 to determine whether and for how long existing withdrawals should be continued. Under this authority, the Secretary may terminate withdrawals only upon recommendation of the President and following review by Congress. These actions are commonly referred to as withdrawal reviews;
- 43 U.S.C. 1715, 1716, provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (§318(d) of FLPMA); to exchange Public Land if the public interest will be well-served by making that exchange; The Federal

Land Exchange Facilitation Act of 1988 (43 U.S.C. 1716) amends FLPMA to provide for the streamlining of Federal land exchange procedures;

- 43 U.S.C. 1719, to convey Federally-owned mineral interests to the surface owner;
- 43 U.S.C. 1721, to convey omitted Public Land to a qualified occupant if it is in the public interest to do so;
- 43 U.S.C. 1731, 1732, provides authority for the maintenance of facilities required for the protection, development, and management of lands and resources; directs that Public Land be managed to protect scenic, historical, and archaeological values, manages the use, occupancy, and development of the Public Land through leases and permits, and requires land use planning; contiguous unreserved and unappropriated Public Land (not to exceed 2,560 acres) for a public airport;
- 43 U.S.C. 1733, 1734, 1740, to protect and manage Public Land against willful and knowing violation of regulations, including trespass, authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with local officials to assist, and authorizes collection of service charges to finance the costs of certain applicant related activities; and
- 43 U.S.C. 1761-1771, 1782, provide for outdoor recreation and human occupancy and use, to determine the suitability of Public Land for rights-of-way purposes (other than those for oil and gas pipelines) and to specify the boundaries of each right-of-way, and for prevention of unnecessary or undue degradation of the Public Lands.

The Desert Land Act of 1877 (43 U.S.C. 321-323) provides authority to reclaim arid and semi-arid Public Land of the western States through individual effort and private capital.

The Carey Act of August 18, 1894 (43 U.S.C. 641) authorizes the Secretary, with the approval of the President, to patent to States desert lands which are reclaimed, cultivated, and settled.

The Taylor Grazing Act of 1934 (43 U.S.C. 315) authorizes the Secretary to classify lands within grazing districts or lands withdrawn by Executive Orders 6910 and 6964, and to open lands to certain types of entry, selection, or disposal after classification. Disposal, settlement, or occupation of such lands are not permitted before classification and opening.

The Act of August 30, 1949, as amended (43 U.S.C. 687(b)) authorizes the Secretary to dispose of Public Land and certain withdrawn Federal lands in Alaska that are classified as suitable for housing and industrial or commercial purposes.

The Act of May 24, 1928, as amended (49 U.S.C. App. 211-213) authorizes the Secretary to lease contiguous unappropriated public land (not to exceed 2,560 acres) for a public airport.

Section 516 of the Airport and Airway Improvement Act of 1982 (49 U.S.C. 2215) authorizes conveyance of lands to public agencies for use as airports and airways.

The Engle Act of February 28, 1958 (43 U.S.C. 156) provides that withdrawals for the Department of Defense for more than 5,000 acres shall be made by Congress.

The Recreation and Public Purposes (R&PPP) Act of 1926, as amended (43 U.S.C. 869) authorizes the Secretary to classify Public Land for lease or sale for recreation or public purposes. *The R&PPP Amendment Act of 1988* provides that suitable Public Land may be made available for use as solid waste disposal sites, in a manner that will protect the United States against unforeseen liability.

The Burton-Santini Act, Public Law 96-586 (94 Stat. 3381) authorizes and directs the Secretary to sell not more than 700 acres of Public Land per calendar year in and around Las Vegas, Nevada; the proceeds of which are to be used to acquire environmentally sensitive lands in the Lake Tahoe Basin of California and Nevada.

The Zuni Act, Public Law 98-408, (98 Stat. 153) authorizes the Secretary to acquire, through pur-

chase or exchange, certain private land and to convey such land to the Zuni Indian Tribe for religious purposes.

The Federal Power Act of 1920, as amended (16 U.S.C. 818, §24) allows other uses of Federal waterpower withdrawals with Federal Energy Regulatory Commission approval.

Indian Self Determination And Education Assistance Act (P.L. 93-638) (ISDA) provides for non-competitive contracts, grants, or cooperative agreements entered into between a tribal organization and the Federal government for the planning, conduct and administration of programs which enhance Indian educational achievement or provide other Federal services more responsive to the needs and desires of those communities.

The National Trails System Act of 1968, as amended (16 U.S.C. 1241-1249) establishes a national system of trails and requires that Federal rights in abandoned railroads be retained for trail or recreation purposes or sold, with the receipts to be deposited in the Land and Water Conservation fund.

The Wild and Scenic Rivers Act, as amended (16 U.S.C. 1277, §6(d)) authorizes the Secretary to exchange or dispose of suitable Federally-owned property for non-Federal property within the authorized boundaries of any Federally-administered component of the National Wild and Scenic Rivers System.

◆Activity Description◆

This activity includes all facets of managing and non-reimbursable processing of authorizations and compliance for realty actions and rights of way (including Alaska), administration of land title records, and all costs of performing cadastral surveys. Also included is accomplishing title transfers including associated cadastral survey costs to the State of Alaska, Native corporations, and individual Natives through the Patent Plan Process.

The primary objective of actions in this activity are to provide lands, realty, and cadastral survey services to the public, State, local and other Federal agencies on the public lands in a manner that

fosters the health of the land, minimizes natural resource damage, and assures that the public receives a fair market value for any commercial ventures profiting from public land resources.

All subactivities share common work processes of use authorization (leasing and permitting), and compliance (permit administration and enforcement). In addition, a high degree of public contact occurs with public lands data being provided to various segments of the public ranging from non-governmental organizations to local and State, and other Federal agencies to the general public.

Justification of Program and Performance

Activity: Realty and Ownership Management

Subactivity: Alaska Conveyance

Table 54. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	31,380	448	-4,347	27,481	-3,899
FTE	330	0	-20	310	-20

◆Objectives◆

The major objectives of the Alaska lands program are to:

- utilize the Patent Plan Process (PPP) to fulfill land entitlements to Native corporations and the State of Alaska by completing adjudication of and patents of lands and by issuing certificates (land titles) to qualified Alaska Native allotment applicants upon survey;
- conduct land exchanges, as required by Congress and in support of other Federal agencies, to improve the overall land management pattern for the Department of the Interior in Alaska;
- continue the transfer of land for the Alaska Railroad and Alaska Townsite programs;
- manage easements reserved under ANCSA, and continue priority implementation of the ANCSA §17(b) Easement Management Program;
- support the development of Automated Land and Mineral Records System (ALMRS) to meet the needs of Alaska conveyance and land management programs, and implement the Bureauwide ALMRS initiatives;
- continue a program of inventory, recordation and abatement of realty trespasses in Alaska;

● assist and cooperate with the State of Alaska to resolve final State selections, entitlement issues, and matters of common interest; and

● provide leadership and assistance to ANCSA Native corporations in matters of common interest, finalizing land entitlements, prioritizing land selections, resolving under selections, and completing the transfer of priority lands.

◆1996 Program◆

BLM's Alaska Lands workload is multi-faceted with many mandates that affect the management of approximately 90 million acres of land in the State of Alaska by BLM. Program emphasis is on accelerating the survey and land transfer process to meet congressionally mandated land entitlements; and empower state and Native land owners to manage their lands and resources. Added emphasis will be placed on improving the use of the Patent Plan Process to increase outputs and improve service to the State of Alaska, Native corporations, and the public at large.

BLM also prepares navigability reports, is completing transfer of the Alaska Railroad land to the State, administers the townsite trustee program, manages ANCSA 17(b) easements, processes land use authorizations issued under appropriate laws, recovers title to approximately 1,400 parcels of land for reconveyance to Native allottees, and supports automation and modernization initiatives under this program. Other actions include support to effectively implement Departmental and BLM program

initiatives and to support resource management planning for the Public Land in Alaska.

◆Conveyance Program/PPP◆

The State of Alaska and Native corporations continue to emphasize the issuance of patents to surveyed lands and attention to special or economic need conveyance actions. Native allotment survey and transfer workload also remains a priority.

The 1996 program focus will be on maintaining a zero backlog of patentable acres and adjudicated certificates of allotment, on assisting the State and Natives in finalizing entitlement selections Native allotment title recovery actions, providing support to cadastral survey, and performing on-the-ground management of the Public Lands, including 17(b) easement identification and management.

By the end of 1994, title transfers to Alaska Native corporations by Interim Conveyances (IC) and patents granted will total 37.5 million acres, or approximately 82 percent of their total entitlement. Alaska Native corporations will have received patent to 14.5 million acres, or 32 percent of their entitlement.

By the end of 1994, title transfers to the State of Alaska involving both patents and Tentative Approvals (TA), are expected to be more than 89.6 million acres, or 86 percent of the State's total entitlement. This total will include 37.6 million acres of patented land.

In 1996, BLM plans to patent a total of 1,000,000 acres to Alaska Native corporations, patent 500,000 acres and 2,000,000 acres to the State of Alaska, issue 600 Native allotment certificates, and complete 25 "Aguilar" cases. The resolution of Native allotments is a complex adjudicative process which requires more expensive field time in the logistically complex Alaska work environment, and requires extra coordination efforts with the Native allottees. Approximately 6,400 Native allotment parcels await survey and/or issuance of certificates of allotment.

Implemented initially in 1986, the PPP is an ongoing process which facilitates the survey and transfer of lands in an efficient and cost effective manner, considering the remote and dispersed nature of the lands involved. The PPP identifies and schedules work by geographic windows to direct a concentrated work effort to complete lands adjudication, cadastral survey of inholdings and conveyance boundaries, and subsequent patent issuance.

The PPP will continue to involve the resolution of "Aguilar" hearing cases, another type of Native allotment. These cases involve a reinstatement or relocation of a Native allotment claim based on a determination that the allotment was omitted or incorrectly located when the land was originally conveyed. A complex adjudicative process involving hearings by BLM is initiated to determine the relevant facts in each case and provide decisions to the State, Native corporations, and the allottee.

The Alaska Townsite Program is nearing completion and only residual work remains. Approximately 50 townsite deeds will be issued, covering the remaining 5 townsites. This program should be able to be sunset in 1996.

Work on completing the transfer of the Alaska Railroad land to the State of Alaska will continue. Railroad lands will be transferred as survey plats are provided. This transfer should be completed in 1996.

◆Other Realty Actions◆

● **Easements.** Section 17(b) of ANCSA authorizes the Secretary to reserve certain public easements across Native lands and along major waterways in Alaska to guarantee access to publicly owned lands. Easements are reserved in conveyance documents to the respective Native corporations and are specifically identified by location, width, and authorized uses by BLM. There are approximately 3,958 miles of easements and 266 sites which currently require management by the BLM. In addition, other Federal agencies are concerned with the management of those easements providing access to land under their jurisdiction. The easements were inventoried through a coordinated effort by the National Park

Service, Fish and Wildlife Service, and BLM. In 1994, BLM will complete the transfer of management responsibility for certain easements to other Federal agencies (Park Service, Fish and Wildlife Service, Forest Service, etc.) as appropriate to consolidate management on BLM high use and other priority areas.

- **Realty Actions.** BLM will process most public demand lands cases involving the issuance of FLPMA leases, permits, sales, and recreation and public purpose leases and sales, on a pipeline basis using funds allocated from the Lands, Realty, and Right-of-way Management subactivity; however, support to the Patent Plan Process will receive first priority. Issuance of land use authorizations continues to receive priority over compliance monitoring of previously granted authorizations.

In October 1986, the Alaska settlement laws expired pursuant to FLPMA §702 and §703. The BLM will continue appropriate actions to process or field examine the remaining claims under the settlement laws and render a final decision to reject, close, initiate government contest, or issue patent for such claims.

- **ADP Modernization.** Maintenance and support of the Automated Land and Mineral Records System (ALMRS) in Alaska is a high priority activity required for the land conveyance and land management programs. Compatibility and integration of Alaska data and processes with the Bureauwide Automated Land and Mineral Records System (ALMRS) is an absolute requirement.

- **Exchanges.** The State of Alaska and Native corporations are interested in blocking their lands or adjusting boundaries to facilitate their management objectives. Congress has provided unique exchange authorities for lands and interests in lands in Alaska, and has directed the Secretary to use those authorities in resolution of land tenure disputes in Alaska. In 1996, only high priority land tenure adjustment cases will be processed.

The primary focus of Cadastral Surveys in Alaska is to support land transfers to the State of Alaska, Native corporations, and individuals, as required by

legislation such as the Alaska Statehood Act, Alaska National Interest Lands Conservation Act, and the Native Allotment Act, as well as other programs.

In total, more than 155 million acres in Alaska will be transferred from Federal to other ownership. Before these transferred lands can be patented, the lands must be surveyed. Not only must exterior boundaries of State and Native selections be identified, surveyed, and described but so must the thousands of inholdings such as those related to ANCSA §14(h) (cemetery and historic sites), mining claims, Native allotments, etc. Additional surveys are also required for ANCSA §14(c) (village reconveyance of inholdings) selections, and for land exchanges between the Federal Government and other parties. Survey complexity, as well as the remoteness of the lands and difficult topography, results in relatively high cost surveys in Alaska as compared to the other BLM State Offices.

Many surveys are being conducted under the *Indian Self Determination And Education Assistance Act (P.L. 93-638)* (ISDA) contract procedures. Under the requirements of this legislation, Alaska Native corporations are allowed to negotiate sole source contracts to conduct cadastral surveys of Native selected lands.

♦*Alaska Cadastral Survey*♦

The Alaska PPP identifies all the various lands adjudication and survey needs within a particular "geographic window." Due to the high cost of field operations, intense and concentrated efforts are made to survey all inholdings, Native allotments, corporations, village selections, State selections, and all navigable meandering water bodies concurrently within each "window" before moving to other geographic areas.

Criteria for establishing the priorities for survey have been established by the Alaska Land Use Council (representing future patentees). The Inter-agency Cadastral Coordination Council through representatives from the State, Native interests, individual Native corporations, and Federal agencies, recommend priorities for survey by geographic area. The equity of this process is best demonstrated over a 5-year cycle, rather than on an

annual basis. The result of this process is a slight reduction in the total number of miles surveyed; however, the number of acres patented to the State and Natives has increased.

Approved Cadastral Surveys have been completed for nearly one-third of Alaska. BLM is conducting rectangular surveys in conjunction with State and Native selections to improve survey efficiencies and the Patent Plan Process.

The operation and maintenance of the Alaska Geographic Coordinate Data Base (GCDB) is also provided for by this subactivity. Approximately 3,000 townships of GCDB data will have been approved. This will enable Alaska BLM to use existing automated land and mineral records to produce master title plats and to display records graphically. As new township and other surveys are completed, the Alaska GCDB will be updated. At the 1996 Budget level, approximately \$200,000 will be directed towards operation and maintenance of the existing GCDB and additional 50 townships will be added.

♦Justification of 1996 Program Changes♦

Table 55.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	27,481	-4,347
FTE	310	-20

The 1996 Budget Request is \$27,481,000 and 310 FTE, a program decrease of \$4,347,000 and 20 FTE. Of the decrease, \$2,500,000 is from a one-time congressional add-on that will not be continued in 1996. The remaining funding allows focus on Secretarial priorities such as adjudicating certificates of allotments, finalizing entitlement selections, and cadastral survey support.

Table 56. Alaska Conveyance Program Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date		1996 Budget Request	Change From 1995 (+/-)	
Native Corporation Patents (000 acres)	1300	1300		1000	-300	
State Patents	300	250		200	-50	
Native Allotments (parcels)	750	600		500	-100	
Title Resolution (cases)	15	15		15	0	
Alaska Cadastral Survey Workload Measures	1995 Enacted to Date			1996 Planned		
	# of Projects	Monuments	Miles	# of Projects	Monu ments	Miles
Bureau of Land Management	5	100	1500	3	600	1,000
Bureau of Indian Affairs	2	45	140	3	45	140
U.S. Forest Service	3	50	140	3	50	140
National Park Service	1	75	200	3	0	0
Native Corporations	5	100	50	3	70	30
State of Alaska	1	100	225	1	125	180
Total	17	1820	2255	12	890	1,490

*Justification of Program and Performance***Activity: Realty and Ownership Management**
Subactivity: Cadastral Survey

Table 57. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	12,331	223	0	12,554	223
FTE	190	0	0	190	0

◆Objectives◆

The major objectives of this program are to:

- provide Federal boundary surveys which include the locating, marking, recording, and interpreting of surveys for all Federal interest lands outside of Alaska;
- provide land managers with land boundary surveys in support of lands and realty, energy and minerals, forestry, hazardous waste, law enforcement, cultural, and other natural resource programs;
- develop and maintain, through the Federal Geographic Data Committee, land survey data standards to facilitate land survey data exchanges among Federal, State, and private interested parties;
- record, automate, and preserve land survey records for use by Federal and State government agencies; and
- maintain the Geographic Coordinate Data Base (GCDB) as an integral part of the Automated Land and Mineral Records System (ALMRS).

◆1996 Program◆

The Secretary of the Interior has sole authority to execute all legal boundary surveys on all Federal land. The Secretary has delegated this authority to BLM. Boundaries of Federal interest lands (those in

which the Federal government has right, title, or interest) must be delineated, on-the-ground, and described in the official records of the United States (maintained by the BLM) as determined by a land survey, prior to issuing a patent or to conducting various types of resource actions. BLM is responsible for the creation, maintenance, and interpretation of all official land survey records of Federal interest lands.

◆Types of Survey◆

Two major types of cadastral surveys are executed for the Federal lands. These are as follows: original surveys under the Public Land Survey System (PLSS) which were established by Congress in the Land Ordinance of 1785. Original surveys may also include surveys of omitted Public Land islands. Since the resurveys are generally higher priority than original surveys, completion of the original surveys has been deferred except for those required for trespass abatement and resource management; and resurveys which are performed to re-establish the boundaries executed in the original survey or to restore boundary monuments that have been lost or have deteriorated since the original survey. Resurveys are required to identify the property boundaries for all on-going land conveyances.

**◆Cadastral Survey Support
to Other Agencies◆**

Approximately 45 percent of the land surveys performed by BLM are in support of other Federal agencies. BLM has agreements with the National Park Service (NPS), the Forest Service (FS), and the

Bureau of Indian Affairs (BIA) for conducting land surveys and for providing other cadastral survey services. BLM receives approximately \$2,500,000 annually through transfer of funds from the FS for accomplishing surveys on FS administered land and \$2,000,000 annually through reimbursement from BIA for accomplishing surveys on Indian Reservation land. NPS, Fish & Wildlife Service, Bureau of Reclamation, the Army Corps of Engineers, State, and private survey requests are less frequent and generally consist of a specific boundary survey. Coordination of survey services for other Federal agencies, e.g., training, contracting, cooperative efforts, and administrative resolutions is handled through the Interagency Cadastral Coordination Council (ICCC) established by the Secretary in 1980.

BLM has agreements with the FS and NPS which allow these agencies to conduct the field survey portion of a cadastral survey on their own lands. Under these agreements BLM provides such services as a search of land title records, records of previous surveys, special survey instructions, and ultimate survey approval. BLM is also responsible for all records management following approval.

BLM provides technical guidance to private land surveyors on complex cadastral survey issues. In addition, BLM interprets the Manual of Surveying Instructions for Federal, State, and county courts in support of litigation involving the Public Land Survey Systems. The BLM Survey Manual provides the basis for State survey law in 31 of the 50 States.

◆Survey in the Contiguous 48 States◆

In the contiguous 48 States BLM conducts surveys:

- as a prerequisite to patenting of Public Land;
- to establish precise, on-the-ground boundaries for leases or other uses of the Public Land (e.g., re-establishing original surveys on lands with significant mineral resources, for Congressionally-designated wilderness, and for cultural, recreational, or other specially designated areas); and

- to determine and mark precise boundaries to avoid trespass between non-Federal and Federal land.

All cadastral surveys in the contiguous 48 States are initiated to resolve specific management problems. That is, BLM undertakes original surveys or resurveys only when needed to resolve a specific management problem. Because land ownership surveys are focusing more on high value lands, these surveys have become more complex and often result in litigation.

In 1996, BLM cadastral survey of energy and mineral rich lands will continue. However, increased emphasis will be given to implementing new initiatives such as establishing cooperative land survey project offices in urbanized areas (i.e. southern California and other large western metropolitan areas) and in areas that contain multi-agency resource or land ownership conflicts (i.e. along the Snake, Salmon, Colorado, Red Rivers, etc. and the legal ownership of islands that occur within these rivers.). These project offices will not only be more cost-effective but they will concentrate on current resource issues that face Federal interest lands and the public. BLM interprets cadastral survey and land ownership data for use in BLM's Automated Land and Mineral Records System in support of lands and realty actions, trespass abatement, hazardous waste liability, etc.

At the 1996 Budget level, the Cadastral Survey program will oversee and provide quality control on approximately 367 projects in the lower 48 states, equaling approximately 4,380 miles of boundary survey. BLM anticipates responding to approximately 5,500 external customer inquiries for cadastral survey information related to the contiguous 48 states.

◆Micrographics◆

BLM provides copies of the official land records of the Federal government to both internal and external users. For most of the non-automated records this is done by microfilming. The micrographics program preserves Cadastral survey records for use by governmental and private entities in land man-

agement activities. BLM directs approximately \$400,000 for micrographics work for this effort. The project involves microfilming several hundred thousand survey plats and abstracting, indexing,

and filming several million pages of field notes. This system will be phased out as more efficient automated systems are developed and implemented.

Table 58 Workload Accomplishments, Lower 48 States Cadastral Survey, 1995, 1996.

Workload Measure	FY 1995 Enacted to Date		FY 1996 Planned	
	# of Projects	Miles/Monuments	# of Projects	Miles/Monuments
Bureau of Land Management	135	1,720/4,020	120	2,000/3,800
Bureau of Indian Affairs	53	1,125/2,080	48	1,055/1,860
National Park Service	25	360/835	19	225/600
Navajo Hopi Indian Reservation	5	90/320	4	50/200
U.S. Forest Service	47	965/3,485	42	880/1,920
Bureau of Reclamation	2	6/15	1	10/25
Corp of Engineers	5	100/300	10	120/310
Others	11	137/318	4	40/-
Total	283	4,500/11,580	248	4,380/8,715

Justification of Program and Performance**Activity: Realty and Ownership Management**
Subactivity: Lands and Realty Management

Table 59. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	28,886	531	-500	28,917	31
FTE	473	0	-3	470	-3

◆ 1996 Program ◆

The program objectives are to:

• support the Administration's initiatives especially the President's investment in natural resources by:

- acquiring through land exchange or donation, access or lands with recreational opportunities including wilderness inholdings and cultural resources, access, wildlife habitat, and riparian-wetland areas;
- monitoring use at existing authorized landfills for adherence to EPA regulations and BLM stipulations, and promote closure and disposal of such land as appropriate;
- monitoring all other land use authorizations and conveyances to maintain compliance with terms and conditions to protect health, safety and natural resources;
- maintain an ongoing program of prevention, detection, and resolution to abate the unauthorized use of the Public Lands; and
- revoking land withdrawals in support of priority land exchanges and other lands, realty, and mineral actions.

• support community expansion, recreation and public purposes, and important economic development through appropriate land use authorizations and conveyances;

• facilitate the development of energy and non-energy resources through the processing and

granting of rights-of-way and temporary use permits;

• develop communication site management plans to reduce costs of administering rights-of-way grants, protect natural resources and individual interests, and provide a wide array of site opportunities, and receive fair market value for use of such areas;

• operate and maintain the basic Public Land records system of the Federal government to support land title information and natural resource management needs;

• provide modern public lands and resources informational services to the public and other governmental entities;

• improve the Public Land records system through support of automation initiatives (ALMRS/Modernization and the Eastern States General Land Office Records Project);

• process new withdrawal applications and implement Congressional withdrawals for the management and stewardship of Public Land resources and other Federal capital investments; and

• review other agency withdrawals as mandated by the FLPMA, continue review of waterpower and water storage withdrawals, and continue processing and reviewing withdrawals in Alaska.

◆ 1996 Program ◆

BLM provides lands and realty services to the public, State, local and other Federal agencies, outside of the State of Alaska, by processing land use authorizations, adjusting tenure through land exchanges (including supportive lands actions for exchanges such as withdrawal revocations), and completing land disposal actions. BLM also operates the system for maintaining the official Public Land records of the Federal government, and responds to public inquiries about Public Land status, use and availability. Much of the work is driven largely by public demand for realty services. Adjustments between workloads will occur as public demand shifts.

◆ Land Exchanges

Land exchanges are an essential method of implementing ecosystem management objectives by consolidating land ownership and acquiring resource values of public significance. Proposed exchanges have been identified in BLM land use plans and have been determined to be in the public interest by meeting multi-resource objectives such as recreation, wildlife, riparian, threatened and endangered species, and wilderness programs.

State and private proposals for exchanges that have been identified in BLM land use plans and which support multiple use resource management objectives identified in plans are a primary source of exchange project initiatives. In many western States, as the remaining land entitlements under the state indemnity selection statutes approach completion, state governments are proposing land exchanges to meet resource development opportunities and to consolidate their land holdings.

The *Federal Land Exchange Facilitation Act (FLEFA)* of 1988 provides for uniform regulations pertaining to negotiations, land appraisals and value resolution in the land exchange process.

Implementation of the provisions of FLEFA will provide additional opportunities to complete exchanges within the program. The FLEFA regulations

will provide guidance for processing exchanges in 1996.

The exchange process involves preliminary identification of lands, negotiations regarding values, completion of a variety of resource inventories, and resolution of title issues. Because each individual exchange involves a variety of complex factors and circumstances, the resource objectives, acreage and values of the offered and selected lands may change as exchange proposals are processed. The use of third party facilitators for exchanges may help maximize the benefits to the BLM and to minimize any perceived negative community impacts.

Land Disposals

In 1996, BLM plans to offer about 2,500 acres of Public Land for sale under the authority of §203 of FLPMA. The lands are largely scattered tracts, all of which have been identified as suitable for disposal as a result of BLM land use planning. Sale is at fair market value as determined by an acceptable land appraisal. They must also be inventoried for resources such as threatened and endangered species and cultural values.

Also, the 1996 program supports a continued effort on land sales in Clark County, Nevada under the Burton Santini Act, which provides for the offering for sale of not more than 700 acres annually. BLM expects to offer and sell 700 acres in Clark County in 1996.

The 1996 base includes the conveyance of 2,000 acres of Public Land to State governments under the State Indemnity Program. This is consistent with Secretarial policy and the Memorandum of Understanding with the State Land Commissioners Association. In many of the States, remaining entitlements under the state indemnity selection statutes approach completion.

In 1996, BLM plans to process 25 Desert Land Entry (DLE) applications. The program continues at a minimal level of processing because of emphasis on higher priority workloads supporting natural resource management objectives.

♦Land Use Authorizations♦

Land use authorizations under FLPMA §302(b) provide for private use of Public Lands through lease or permit authorizations. Land use permits, FLPMA leases, and Recreation and Public Purposes Act (R&PP) leases provide authorizations needed to meet public demand for uses of Public Lands.

The BLM will continue to monitor, control, and reduce realty trespass to prevent conflicts with recreation and other authorized multiple uses and to ensure that the Federal Government receives a fair and equitable return for the use of Public Land resources. BLM's trespass abatement program emphasizes prevention through early detection and recordation of suspected unauthorized activities on the Public Lands. An estimated 750 trespass cases will be closed during 1996.

BLM also responds to local and State government requirements for land for community expansion and new public facilities in a timely fashion, primarily through the use of R&PP authorizations. Regulations implementing the R&PP Amendments Act have been published and are effective.

♦Official Land Records♦

The operation, maintenance and improvement of the official Public Land records and the task of responding to public inquiries about Public Land status, use and acquisition is a fundamental public service of the lands and realty program. These records amount to over one billion items or documents and are made available to the public, local and State governments, other Federal agencies, and for BLM management purposes.

As part of our customer service, every BLM office makes some basic Public Land records available to the public for review. BLM continues to maintain the manual land record system, including master title plats, historical indices of land actions, and copies of patents and other pertinent documents about the Public Land and land formerly in the "Public Domain" but now in private ownership. Many of these land records also have great historical value and public interest. In addition, in order to

accomplish its program objectives, every BLM program requires accurate information about Public Land availability, status, and use authorizations such as information about mineral leases, use, and availability.

The general improvement and automation of the BLM's entire Public Land records system is underway through implementation of the Automated Land and Mineral Records System (ALMRS). The BLM lands and realty program, as well as all other BLM programs that depend on accurate and up-to-date land records, will become more efficient and effective when ALMRS is fully implemented. In addition, the existing microfilm and paper records systems now in use in most offices will be replaced by the automated system, and thus the land records will become more accessible and usable to the public, other government agencies, the BLM, and private industry.

Until ALMRS is implemented Bureauwide however, the responsibility for maintaining the existing official Public Land records and making them available for use by other programs and our customers continues to be funded largely through the lands and realty program. Additionally, maintaining up-to-date lands, realty and rights-of-way case management data and entering data into the On-line Case Recordation and Access (ORCA) system for the ALMRS lands data base are responsibilities within the lands program.

♦Rights-of-way♦

Under FLPMA and Mineral Leasing Act provisions, the BLM issues Right-of-way (ROW) grants to authorize the construction, operation and maintenance of a wide range of projects on the Public Land, such as petroleum pipelines, power lines, energy development and distribution facilities, roads, and communication sites.

ROW work is funded from a combination of appropriated funds and of fees paid by applicants wishing to use the Public Land for ROW purposes. The ROW fees are made available for use by the BLM through

the "Service Charges, Deposits, and Forfeitures" indefinite appropriation to help offset BLM's cost of processing the ROW authorizations. Due to the "reasonableness criteria" of FLPMA (43 U.S.C. 1734(b)), applicants for FLPMA rights-of-way only pay a portion of processing costs.

The ROW workload includes functions such as pre-application review, corridor planning, managerial direction, training, and other aspects of program management not directly associated with a specific case. It also includes workload associated with providing information to the holder, resolving disputes regarding the authorization, correcting errors and omissions in past processing actions, processing rental updates, etc. All non-casework activities are funded in this direct appropriation subactivity.

However, handling specific application cases is the primary workload in the ROW program. Casework includes responding to an application, including preliminary investigations, assessments, and appraisals; developing special stipulations; issuing the ROW grants and/or temporary use permits; and monitoring the authorized ROW. Applicants for ROW uses include individuals, corporations, public and private utilities, associations, and state and local governments. Right-of-way case processing also includes relinquishments, assignments, expirations, and application amendments or withdrawals. In some cases, the applications are made to authorize an existing but previously unauthorized use.

Greater emphasis is being placed on processing ROW applications and on the reduction of the number of pending ROW cases. The processing of 3,000 new and existing ROW applications and the issuance of 3,100 ROW grants is expected to be accomplished in 1996.

The ROW workload also includes the post-authorization compliance and monitoring. This is the effort to ensure that the project authorized is constructed and operated in accordance with the terms and conditions of the authorization, including the law, regulations and the granting document. Monitoring and compliance often includes construction site visits and post-construction inspections. To the

extent allowable under law, the BLM costs of casework such as processing ROW applications and monitoring and compliance reviews of authorized ROWs are recovered by fees collected and made available for use through the "Service Charges" account.

♦Withdrawal Processing, Review, and Classification♦

FLPMA requires land withdrawal reviews to ensure that there are no unnecessary closures to appropriate Public Land uses. Section 204(l) (43 U.S.C. 1714(l)) mandates a comprehensive 15-year review of most withdrawals of Federal lands in the 11 western States, exclusive of Alaska, to be completed by 1991. This deadline was not achieved due to delays caused by the *National Wildlife Federation v. Burford, et al.* lawsuit which precluded withdrawal review processing for over 5 years between 1985 and June 1990, and because of reduced funding levels resulting from the protracted delay. In June, 1990, the U.S. Supreme Court issued a decision in the *National Wildlife Federation v. Burford, et al.* lawsuit which resolved this long-standing issue.

The BLM is now implementing a two-phase process for withdrawal review and implementation. This process involves an initial review phase and a subsequent implementation phase. A final policy statement was issued to BLM field offices in October, 1991. Using this process, the BLM is scheduled to complete the review phase for withdrawals subject to FLPMA review by September 30, 1998, provided necessary funds are received. During the subsequent implementation phase, the BLM will identify management prescriptions, through land use planning, for lands and resources that return to BLM administration as a result of withdrawal review. In 1996, the BLM plans to process 100 withdrawal cases to protect Public Land resources and other Federal capital investments, and to facilitate the transfer of land between Federal agencies.

♦♦Justification of 1996 Program Changes♦♦

Table 60.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	28917	-500
FTE	470	-3

Act applications, some land exchanges, and land disposals. BLM plans to issue 1,000 leases or permits, a reduction of 100 permits, and 150 R&PP leases, a reduction of 40 leases from 1995 due to funding reductions. In addition, the total number of private acres acquired through exchanges will be reduced from 180,000 acres in 1995 to 150,000 acres in 1996.

The 1996 Budget Request is \$28,916,000 and 470 FTE, a program decrease of \$500,000 and 3 FTE. This proposed funding level will result in the reduction of capability to process realty actions such as land disposals, temporary use and other types of realty use permits, Recreation and Public Purposes

Table 61 Lands and Realty & R/W Management Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual (rounded)	1995 En- acted to Date	1996 Budget Request	Changes From 1995 (+/-)
Exchanges (000s acres)				
-State	10150	10	10150	0
-Private		180		-30
Desert Land Entries (# cases)	37	27	27	0
Public land sale offerings (acres)	3228	2500	2000	0
State indemnity selections (acres)	1429	2000	2000	0
R&PP cases& patent applications (# cases)	112	190	150	-40
Permits (# cases)	1270	1100	1000	-100
Realty Trespass (cases closed)	666	750	750	0
R/W Grants:(# issued/modified)	2026	3100	3100	0
R/W Cases (# of cases processed)	2998	3000	3000	0
R/W Trespass (# of cases processed)	161	180	180	0
Withdrawal processing (# cases)	113	100	100	0
Withdrawal review (# cases)	469	400	400	0
Classification review (# cases)	13	5	5	0
Waterpower classifications (# cases)	19	24	24	0

Note: Much of the workload is public demand driven. Therefore, actual units of accomplishment may vary from estimates depending upon current public demand for particular case types and actions.

Activity Summary

Activity: Resource Protection and Maintenance

Table 62. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Resource Management Planning	\$ 9,834	9,542	+160	0	9,702	+160
FTE	122	122	0	+1	123	+1
Facilities Maintenance	\$ 32,809	32,806	+457	0	33,263	+457
FTE	381	381	0	+2	383	+2
Resource Protection & Law Enforcement	\$ 10,136	10,182	+144	0	10,326	+144
FTE	91	91	0	0	91	0
Hazardous Materials	\$ 19,954	17,138	+270	-500	16,908	-230
FTE	191	190	0	-16	174	-16
Total Dollars	72,733	69,668	+1,031	-500	70,199	+531
Total FTE	785	784	0	-13	771	-13

◆ Authorizations ◆

The Federal Land Policy And Management Act of 1976 (FLPMA) (U.S.C. 1712) requires land-use planning and protection of the resources for public lands administered by BLM.

The National Environmental Policy Act of 1969 (NEPA) (42 U.S.C. 4321 et seq.) requires systematic, interdisciplinary planning to ensure the integrated use of the natural and social sciences and the environmental designs arts in making decisions about major Federal actions that may have significant effect on the environment.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701, 1731-1732, 1762) provides authority for the maintenance of facilities required for the

protection, development, and management of lands and resources; and directs that public lands be managed to protect scenic, historic, and archaeological values, and provide for outdoor recreation and human occupancy and use.

43 U.S.C. 1733, 1734, 1740, to protect and manage public lands against willful and knowing violation of regulations, including trespass; authorizes the Secretary to designate Federal personnel to carry out law enforcement responsibilities and/or enter into agreements with local officials to assist; and authorizes collection of service charges to finance the costs of certain applicant related activities;

The Federal Uniform Crime Reporting Act of 1988 (28 U.S.C. 534) requires Federal agencies collecting data on crimes to report that data to the Attorney

General in a manner prescribed by the Department of Justice;

The Resource Conservation and Recovery Act as amended by Federal Facility Compliance Act of 1992 (42 U.S.C. 6901-6992) authorizes EPA to manage, by regulation, hazardous wastes on active disposal operations. The Act waives sovereign immunity for Federal agencies with respect to all Federal, state, and local solid and hazardous waste laws and regulations. Federal agencies are now subject to civil and administrative penalties for violations and cost assessments for the administration of the enforcement.

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed.

The Emergency Planning and Community Right-To-Know Act of 1986 (42 U.S.C. 11001-11050) requires the private sector to inventory chemicals and chemical products, to report those in excess of threshold planning quantities, to inventory its emergency response equipment, to provide annual reports and support to local and State emergency response organizations, and to maintain a liaison with the local and state emergency response organizations and the public. Executive Order 12856 extends EPCRA requirements to Federal agencies.

The Pollution Prevention Act of 1990 (42 U.S.C. 13101-13109) requires and encourages prevention and reduction of waste streams and other pollution through minimization, process change and recycling. Encourages and requires development of new technology and markets to meet the objectives.

The Clean Water Act, as amended (33 U.S.C. 1251-1385) requires BLM to participate in State and Federal water quality planning and permitting

activities which require exchanging data, resource planning, revising standards, and developing management practices for the control of non-point source pollution.

Community Environmental Response Facilitation Act of 1992 (42 USC 9620 [h]) is an amendment to CERCLA which expands on the risk assessment requirements for land transfers and disposal.

Executive Order 12088, Federal Compliance With Pollution Control Standards, October 13, 1978, (43 F.R. 4770) assigns responsibility to executive agencies for the prevention, control, and abatement of environmental pollution for facilities and activities under its jurisdiction, requires agency cooperation with EPA and State and local governments, requires an annual plan for the control of environmental pollution, contains limited exemptions from applicable standards, and provides for a dispute resolution procedure involving OMB.

Executive Order 12580, Superfund Implementation, January 23, 1987 (52 F.R. 2923) requires BLM to take action for removal of substances from its lands, search for potentially responsible parties who may be liable for cleanup actions, and carry out a process of cleanup of all identified hazardous substance sites on public lands.

Executive Order 12856, Federal Compliance with Right-to-Know Laws and Pollution Prevention Requirements, August 3, 1993, (58 F.R. 41981-41987) requires Federal agencies to comply with the planning and reporting provisions of the Emergency Planning and community Right-to-Know Act and to set an example for the rest of the country in pollution prevention

Executive Order 12873, Federal Acquisition, Recycling, and Waste Prevention, October 20, 1993, (58 F.R. 54911-54919) requires Federal agencies to incorporate waste prevention and recycling in daily operations, institute energy and water efficiency programs, acquire and use environmentally preferable products and services, and implement cost-effective affirmative procurement programs for products made with recovered materials.

◆Activity Description◆

This activity includes all facets of resource management planning, facilities maintenance, resource protection and law enforcement, and hazardous materials management.

The primary objective of actions in this activity focus on land use planning and NEPA processes; protection of the health and safety of the public land user through maintenance of buildings, transportation and recreation facilities; providing protection from criminal and other non-lawful activities; and managing the effects of hazardous materials and/or waste.

*Justification of Program and Performance***Activity: Resource Protection and Maintenance**
Subactivity: Resource Management Planning**Table 63. Subactivity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	9,542	+160	0	9,702	+160
FTE	122	0	+1	123	+1

◆ Objectives ◆

Resource Management Plans (RMPs) guide BLM land use and resource management decisions for the public lands by:

- improving BLM's ability to identify and assess changing natural resource conditions and new public lands uses systematically;
- enhancing the ability of BLM managers to resolve natural resource issues and land use conflicts affecting the public lands;
- promoting coordination and consistency with the plans of other Federal agencies and State, local, and tribal governments;
- facilitating public participation in public lands management and planning; and
- facilitating compliance with statutory mandates including FLPMA, NEPA, and other applicable laws.

◆ 1996 Program ◆

This program provides for the preparation, approval, and revision of RMPs; plan maintenance, monitoring and evaluation; and coordination of planning actions with other Federal agencies, State, local and tribal government officials, and the public. The program also carries out the general, non-planning related NEPA program management responsibilities that are not directly attributable to

a specific project or other program. Examples of this workload are: review of other agency environmental documents, support to other agency's environmental document preparation, and training of BLM personnel to implement NEPA requirements.

◆ Purpose of RMPs ◆

BLM land use plans allocate resources on the public lands among competing needs and uses, and contain appropriate multiple-use management prescriptions. A mix of RMPs and Management Framework Plans (MFPs), an older generation of BLM land use plans, prepared according to FLPMA standards but not under the current planning regulations, comprises the existing base of BLM land use plans. This base of land use plans covers approximately 98 percent of the public lands area administered by the BLM excluding Alaska. The MFPs now in use were prepared prior to adoption of the current planning regulations or during the transition period to RMPs. All MFPs presently in use were prepared in compliance with the principles of multiple-use and sustained yield, and were developed with appropriate public participation and intergovernmental coordination, but not necessarily precisely as prescribed by the current planning regulations.

Preparation of RMPs and other planning activities are conducted by the BLM in accordance with its published planning regulations (43 CFR Part 1600) which incorporate the land use planning requirements of FLPMA and other statutes. Specific analytical, public participation, and process related requirements are set forth in these regulations. The regulations also incorporate provisions for comply-

ing with the Council on Environmental Quality regulations implementing NEPA. BLM plans must also be consistent, to the extent possible, with the resource-related plans, programs and policies of other Federal agencies, State and local governments, and Indian Nations. The plans, therefore, serve as a key link in coordination with other agencies and governmental entities. BLM management activities, including use authorizations, licenses and permits, must be implemented in conformance with the decisions and associated terms and conditions of approved plans.

New land use proposals, whether originating from outside of BLM or from within the BLM, which are not addressed by existing plan decisions, are considered through the plan amendment process with its attendant procedural and documentation requirements. Changes in circumstances, including the results of monitoring and evaluation, are also addressed through the plan amendment process, or a plan revision, if warranted. New planning-related data must be periodically and systematically incorporated into existing plans to maintain their usefulness.

RMP's can be prepared at BLM Resource Areas, districts or state office. As BLM moves into ecosystem management, RMP's may be prepared for any or all parts of an ecosystem. Ecosystem management is a process for managing ecologic systems rather than individual resource programs while recognizing that humans and their social, economic, and cultural needs are integral factors of natural systems.

◆Planning Work Processes◆

Planning work falls within three categories and includes the interrelated actions described below:

Preplanning: Advance preparation for plan making (appropriately scaled to the type of planning involved), including preliminary assessment of issues, data and interdisciplinary team skill needs (if any), schedule projection and initial assignments, and advance coordination (internal and external).

Plan Preparation: Execution of the nine prescribed action steps as detailed in the BLM planning regulations (43 CFR 1600). These steps are: scoping, inventory, management situation analysis, formulation and assessment of alternatives, public review of draft plan and environmental document, plan selection, consistency review, protest resolution, and plan approval.

Plan monitoring and maintenance: Involves tasks such as the following:

- developing priorities for and scheduling implementation actions;
- determining the conformance of management activities and new proposals to existing plan decisions and decisions about the need for amendment of a plan;
- monitoring and evaluating approved plans to determine plan effectiveness, progress, and success of implementation; and the need to schedule plan revisions;
- maintaining the viability of current plans to ensure their continued utility and effectiveness;
- coordinating management actions to ensure consistency with other involved Federal agencies, and local, State and tribal governments plans; and
- ensuring NEPA compliance of the subsequent and more detailed plans of action that are prescribed within the framework of the RMPs.

◆Management Improvements◆

In response to various reports by GAO, the National Academy of Sciences, and internal program evaluations, the BLM is implementing the results of a review of the BLM's planning system known as "An Operational Strategy for Planning for the 1990's." Key decisions in this document provided a set of national priorities for plan development and increased program efficiency.

New RMPs are geared to a schedule of completion within 3 years. The BLM has determined that, given the anticipated annual level of funding, the appropriate number of RMPs to start on a yearly basis is 2. This workload may also be more expensive to complete since the per unit costs for RMP development are increasing at a rate of about 6 percent per year (primarily because of increases in

personnel costs and because the RMPs being developed tend to be more controversial and complex).

♦*Status of RMP Workload*♦

In 1996, BLM will initiate 2 new RMP's (the Andrew, Oregon and the Winnemucca/Surprise, NV/CA) and complete 5 RMP's in progress. Over time, the

number of RMPs will increase, and MFPs will decrease as new RMPs are completed. Since RMPs are more complex and detailed than older MFPs, the cost of maintenance on a per unit basis is also higher. By the end of 1996, BLM will maintain 105 RMPs.

In addition to the above described work, BLM has been re-evaluating ways to cut red tape and streamlining the planning process. Much of the new focus is on emphasizing the land management objectives and the desired results to be achieved from land use planning as opposed to the process that is used to get there. Continued effort will be placed on interdisciplinary resource planning and coordination with State, local, and other Federal agencies, interest groups and the concerned public.

Table 64. RMP Summary, 1994, 1995, 1996.

	FY 1994	FY 1995	FY 1996
RMPs Completed at end of year	15	12	3
RMPs Approved year to date	90	102	105
RMPs in Progress	41	26	18
RMP New Starts	1	3	2

Table 65. Program Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Resource Management Plans Completed (#)	15	12	3	-9
Resource Management Plans in Progress (#)	41	26	18	-8

*Justification of Program and Performance***Activity: Resource Protection and Maintenance****Subactivity: Facilities Maintenance**

Table 66. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	32,806	+457	0	33,263	+457
FTE	381	0	+2	383	+2

◆Objectives◆

The objectives of the Facilities Maintenance program are to:

- upgrade and appropriately maintain facilities on the public lands for public use and enjoyment and resource protection;
- provide maintenance of BLM-owned buildings, water and sewer systems, recreational facilities, and transportation systems (roads, trails, and major bridges) on the public lands (outside of western Oregon) in order to:
 - protect resource values;
 - provide for the health and safety of the general public and BLM employees;
 - provide improved access to public lands including access for the disabled;
 - maintain the public investment in the facilities administered by BLM and;
 - maintain the usefulness of facilities for the purposes for which they were constructed;
- provide any additional retrofit maintenance needs such as adding insulation, storm windows, utility system control units, and other cost-effective energy conservation measures; and,
- provide project survey, design and other professional engineering/ architectural services for the development and operation of BLM physical facilities, including buildings, recreation sites, transportation facilities, and resource improvement projects.

◆1996 Program◆

The facilities maintenance subactivity provides maintenance (outside of western Oregon) to BLM buildings, administrative sites, recreation facilities, trails, and transportation systems as well as basic engineering support services for maintenance and construction actions regardless of funding source. The 1996 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs, which is approximately \$294 million. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

The original acquisition value of BLM buildings, recreation facilities, roads and trails, and bridges is estimated at over \$500 million. Current replacement value exceeds \$950 million. Most older and many newer facilities were acquired at no cost to the Federal government, as property transfers from other Federal or State agencies, or as abandoned properties are acquired (such as roads) from a variety of past users. The funding level for facilities maintenance represents less than three-tenth of one percent of their replacement value.

**◆Facility Inventory Maintenance
Management System (FIMMS)
Development◆**

In 1988, BLM initiated the development of its automated FIMMS, a national system designed to incorporate facility inventory, current status, maintenance costs, and desired condition data for use in determining and setting priorities for maintenance needs for all BLM-owned facilities. By the end of 1990, BLM had completed development of system

data elements, maintenance standards, inventory condition survey input forms, and initiated data entry. The initial field condition survey of all BLM facilities was completed in 1992.

The FIMMS is designed to be used by BLM managers to administer the overall facilities maintenance program effectively. Beginning in 1993 BLM managers began to use data from the FIMMS to set facilities maintenance priorities, propose funding allocations, track capitalized values and expenditures, and identify replacement needs.

◆Buildings◆

The BLM is responsible for maintaining 2,630 BLM-owned buildings (outside of western Oregon) including approximately 180 offices, 370 houses, 75 industrial buildings, 260 other buildings, 1,035 recreation buildings, 60 service buildings, and 475 storage buildings which have a replacement value exceeding \$300 million. These buildings range from complex administrative sites and larger visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

Building maintenance includes the following functions:

- repair work, such as water, sewage, electrical, heating, ventilation and air conditioning systems;
- energy retrofitting, such as installing storm windows, insulation, control systems, efficient heating and cooling systems;
- routine maintenance work, such as repainting and replacing broken windows;
- grounds work, such as mowing lawns, pruning trees and shrubs, irrigation systems, and gravel replacement on parking and storage areas; and
- modification to improve accessibility for the disabled.

BLM also maintains approximately 100 water and sewer systems. Most of this maintenance work is accomplished through contractual services for repairing, repainting, and improving electrical, heating, plumbing, and structural systems to ensure

that structures are maintained in a safe and usable condition.

◆Recreation Facilities◆

BLM is responsible for maintaining approximately 785 developed and 365 semi-developed recreation sites with facilities that provide over 2,380 day use units, 16,700 camp sites and 535 boating access points, as well as 56 visitor facilities (including visitor contact stations, and information, visitor, and heritage centers). All of these facilities together have an estimated replacement value exceeding \$150 million. In addition BLM has responsibility for a portion of the maintenance on numerous jointly (other Federal, State, County, or privately) held facilities. BLM's maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public lands stewardship.

Through use of the *Recreation 2000* strategy and BLM State Office implementation plans, maintenance funds are concentrated on the most intensively used recreation facilities where both visitor use and public investment are the highest. Funding for maintenance of recreational facilities is augmented by volunteer assistance at both developed and semi-developed sites. Volunteers are assisting with maintenance of campgrounds including trash collection, repairs, and inspections. Cooperative management agreements are being developed with local clubs and other organizations to maintain recreation sites whenever possible. Some recreation maintenance (at fee collection sites) is conducted under the Recreation Operations (Fees) subactivity.

Recreation maintenance includes the following types of functions:

- maintaining sanitation facilities, including modifications to improve access for the disabled;
- operating and maintaining potable water supply, purification, and distribution systems;
- repairing structures (e.g. picnic shelters and tables, fire grills, restrooms, and boat ramps) and providing routine maintenance such as repainting, staining, and replacing broken boards or decking;
- removing hazards, such as dead trees, excess fire fuel and brush; fencing old mine shafts; unstable

buildings, and providing warnings about dangerous topography;

- grading and graveling roads, parking areas, pull-outs, and ramps; replacing culverts and cleaning cattle guards;

- collecting trash, pumping vault toilets, and doing grounds work such as pruning trees and shrubs, fence maintenance, and repairing erosion damage; and

- repair and replacement of directional, informational, and regulatory signs as needed on those facilities scheduled for maintenance.

♦Transportation♦

The BLM is responsible for the maintenance of over 59,600 miles of roads, (including over 6,750 miles of collector road, 20,600 miles of local road, 30,900 miles of resource road), 14,100 miles of designated trails such as 1,600 miles of ATV trail, 240 miles of bicycle trail, 6 miles of cross-country ski trail, 1,000 miles of dog sled trail, 4,750 miles of fourwheel drive trail, 2,750 miles of hiking trail, 25 miles of interpretative trail, 110 miles of motorcycle trail, 620 miles of snowmobile trail, 5,150 miles of trails to water developments, 900 miles of other trail, 205 major bridges and 80 trail bridges on the Public Lands outside of western Oregon. The replacement value of this transportation network is estimated to exceed \$500 million.

A majority of BLM's road and trail maintenance work is performed by private contractors. Maintenance intensity varies depending on the purpose of the road, but generally includes:

- erosion and proper drainage repair;
- grading to maintain/reestablish original road cross sections;
- maintenance/replacement of gravel surfacing;
- stabilizing shoulders to protect surfacing;
- sealing, repaving, and patching of original paved surfaces;
- repair and replacement of directional, informational, and regulatory signs;
- minor re-aligning to improve both safety and drainage;
- replacing damaged culverts; and
- inspecting, maintaining, and repairing bridge structures.

In some cases, BLM roads are upgraded and maintained by permitted public land users such as

mining companies, livestock operators and timber sale operators. Maintenance responsibilities may shift back to the BLM after the operator has terminated activities; or BLM may require the operator to retire the road or shift maintenance to another user. BLM places emphasis on scheduled maintenance work, on major access roads and bridges that receive the greatest public use, on those which are needed for public lands administration, on roads that have the greatest potential for environmental damage and where changing recreational use patterns are expanding either in existing areas or into new areas.

BLM roads represent significant investments on the public lands. Diligent maintenance reflects proper protection of these investments and reduces exposure to potential liability. Corrective maintenance involves work not normally scheduled and is the result of some abnormal situation which requires immediate corrective action such as flood damage to roads and bridges, obstructions on roads, culvert damage, and/or significant changes in public use patterns.

BLM also conducts transportation planning and coordination with other programs, land management agencies and other land users through the land use planning process or through more site specific road design proposals. Under the Intermodal Surface Transportation and Efficiency Act of 1991, BLM employees are coordinating with the Federal Highway Administration and each State Department of Transportation during the development of our transportation plans to establish a public lands Management Highway system.

♦Engineering Services♦

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition surveys/inventories of BLM facilities as a part of the operation of the FIMMS.

Table 67. Workload Accomplishments, Facilities Maintenance 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Building Maintenance (#'s)	840	1,300	1,375	+75
Recreation Sites Maintained (#'s)	900	890	890	0
Roads Maintained (miles)	18,000	10,700	10,500	-200

Notes: The future workload accomplishments represent an estimate of the number of facilities that will be maintained. The degree of maintenance needed among the individual units is extremely broad.

Justification of Program and Performance

Activity: Resource Protection and Maintenance

Subactivity: Resource Protection and Law Enforcement

Table 68. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	10,182	+144	0	10,326	+144
FTE	91	0	0	91	0

◆Objectives◆

The objectives of the Resource Protection and Law Enforcement program are to:

- ensure compliance with all Federal laws and regulations and appropriate State and local laws governing the protection of the public lands, resources, and users as directed by FLPLMA;
- investigate crimes occurring on, or relating to the public lands, involving resources, and users, and public property; and bring to justice those responsible through an effective law enforcement program;
- protect natural, cultural, and historic resources from theft and degradation; and
- reduce the cultivation, manufacture, distribution, and possession of illegal drugs on public lands.

◆1996 Program◆

BLM Resource Protection and Law Enforcement work is multi-faceted involving protection of many different resources spread across the western United States. The work entails detection of criminal activity, development of intelligence on criminal organizations, pursuit of investigative leads, apprehension of suspects, and preparation of cases for prosecution.

BLM has 68 special agents assigned throughout the western United States to conduct long term criminal investigations of complex felony offenses. The BLM's resource protection capabilities are enhanced by 175 BLM law enforcement Rangers who enforce

Federal laws and regulations, emphasizing compliance with resource protection measures, protection of Federal property, employees, and users and crime prevention through field contacts and high visibility patrols of the public lands.

BLM special agents and rangers are engaged in the full range of law enforcement activities. These include patrol, crime scene processing, interviewing of witnesses and suspects, apprehension and arrest of suspects, preparation of reports, development and use of informants, surveillance, preparation of affidavits for search and arrest warrants, execution of search and arrest warrants, and testifying at grand jury hearings and in court. BLM special agents are also involved in long term undercover operations. These special operations are directed primarily at organized groups of criminals who are violating laws such as the Wild Horse and Burro Act and the Archaeological Resources Protection Act.

◆Resource and Visitor Protection◆

As the population of the western United States has increased, the demand for use of public lands and resources has skyrocketed. BLM has pursued many special programs and initiatives in recreation, wildlife, cultural resources, etc. to help meet this growing demand. As a result of the additional use, BLM has a commensurate responsibility to educate the public, improve public health and safety services, and to protect fragile resources and ecosystem. The law enforcement services provided by the 175 BLM Rangers are directed at supporting the enforcement and compliance issues of the various BLM resource programs. The cost of Ranger activities is funded primarily by the benefiting sub-

activities for which Rangers perform work. However, the Rangers receive law enforcement-related technical oversight, equipment and training and funding for these items through the resource protection and law enforcement program sub-activity.

Rangers presence and surveillance activities provide a visible BLM presence at high use areas and in remote locations to reduce violations of law and regulations, vandalism to facilities, off-highway vehicle violations, and cultural resource and vegetative product theft. Rangers also contribute to monitoring and compliance activities for various BLM programs to ensure that closures and permit restrictions are obeyed and to detect any unusual occurrences and potentially illegal and unauthorized uses on the public lands. While in the performance of their duties, Rangers provide necessary public service by giving directions, answering questions, and providing emergency search and rescue assistance.

♦Investigations♦

BLM law enforcement officers conduct investigations that support all of the BLM's resource management programs. During 1996 BLM will emphasize reduction of unauthorized uses and illegal activities relating to archaeological resources, energy and minerals, forestry, recreation, and the illegal disposal and storage of hazardous materials.

♦Archaeological Resource Violations♦

Preventing the destruction of antiquities and illegal removal of archaeological resources are major areas of emphasis. BLM concentrates on enforcement of the Archaeological Resources Protection Act and other relevant statutes implementing the archaeological portion of law enforcement plans. These efforts include:

- Law Enforcement: includes criminal enforcement actions conducted by BLM Special Agents and Rangers to bring to justice those responsible as well as actions conducted in cooperation with other Federal, State, and local law enforcement personnel;

- Detection: includes use of remote sensing, aircraft overflights, aerial photographs, ground verification and interagency coordination;

- Public Awareness: encompasses a public education program to make visitors and users aware of the laws, regulations and policies that govern public lands and issues related to resource management objectives;

- Employee Awareness: involves training employees on how to identify and report violations encountered while working on the public lands; and

- Four-Corners Cultural Resources Special Investigations/Effort: involves BLM in interagency investigative efforts to combat theft and destruction of cultural resources in the Four-Corners region of the United States. Emphasis is placed on identifying and bringing to justice persons stealing and marketing artifacts. BLM special agents are involved in joint Federal/State interagency operations designed to coordinate agency resources and cooperatively increase archaeological protection efforts. Within the 1996 Budget level, \$500,000 continues to be directly devoted to this effort.

♦Oil and Gas Theft♦

The Secretary of the Interior has delegated the responsibility for criminal investigations related to theft of oil and gas products on Federal and Indian leases to BLM. This additional responsibility increases criminal investigations and related investigative audits conducted by the BLM. Agents work with and interview witnesses and other sources about the theft; conduct crime scene investigations; determine how the theft took place (*i.e.* by trucking it away, by changing the temperature, or some other method); and conduct follow up work to identify the perpetrator and present cases for prosecution.

♦Hazardous Materials♦

BLM special agents investigate incidents of alleged illegal disposal, storage, or handling of hazardous materials on public lands.

♦Theft of Forest Products and Other Vegetative Resources♦

BLM conducts investigations and participates in joint investigations of theft and unauthorized removal of forest products and other vegetative resources.

♦Drug Enforcement♦

To meet the "Drug Enforcement Policy of the Department of the Interior" and Executive Order 12590, BLM law enforcement activities address not only the manufacture and cultivation of controlled substances, but also the possession and distribution of illegal drugs on the public lands. Drug enforcement activities on the public lands are important because such illegal activities not only impact resource values (e.g., diverting and fouling water sources, abandoning contaminated materials, destroying timber and wildlife habitat), but also endanger public lands visitors, users, and BLM employees. BLM Law Enforcement officers conduct intelligence gathering, cannabis eradication, and subject identification/arrest efforts related to both cannabis and other illegal drug activities.

♦Cooperative Agreements♦

Section 303 of FLPMA authorizes BLM to enter into cooperative agreements with State and local law

enforcement agencies to assist in the enforcement and regulation of use and occupancy of the public lands. These agreements emphasize reimbursement of State and local law enforcement agencies for their extraordinary expenditures when assisting BLM.

An estimated 18 agreements will be in effect during 1996. Special Agents-in-Charge in each BLM state office manage the cooperative agreements. Resources being protected through law enforcement agreements vary from State to State and by the nature of the problem. BLM law enforcement will continue, on a non-reimbursable basis to cooperate with all relevant Federal, state, and local law enforcement agencies.

♦Automated Crime Statistics Reports♦

BLM is required by the Federal Uniform Crime Reporting Act of 1988 to report law enforcement statistics to the FBI under the National Incident-Based Reporting System (NIBRS). Funds within the 1996 program level are being used to maintain an automated incident reporting system (LAWNET) to meet this requirement. The system will also assist in tracking incidents, investigations, and violations on the public lands in support of the BLM's resource protection programs.

Table 69. Workload Accomplishments, Resource Protection and Law Enforcement 1993, 1994, 1995, 1996.

Workload Measure	1993 Actual	1994 Estimated	1995 Estimated	1996 Estimated
Part I Felonies (#)	794	833	371	916
Part II Felonies and Misdemeanors (#)	6,865	7,208	7,568	7,946
Natural Resource Violations (#)	4,475	4,698	4,932	5,178
Search and Rescues (#)	210	220	231	242
Educational Presentations (#)	280	294	308	323
Public Assistance (# of calls)	578	626	636	667

Notes: Actual workload accomplishments for 1994 are reported on a calendar year basis and will not be available until March 1, 1995. Estimated workload accomplishments for 1994, 1995, and 1996 are based upon the assumption of a 5 percent increase per year in workload accomplishments. Corrections in the percentages will be made when 1994 data becomes available.

Table 70. Workload Accomplishments by Program, Resource Protection and Law Enforcement 1993, 1994, 1995, 1996.

Workload Measure	1993 Reported Violations	1994 Estimated Violations	1995 Estimated Violations	1996 Estimated Violations
Wild Horse and Burro Act	337	303	371	390
Timber Theft	150	157	165	173
Wildland Arson	126	132	138	145
Antiquities Theft and Destruction	129	135	142	145
Minerals Theft and Fraud	126	132	138	145
Recreation Sites	454	476	500	525
Occupancy Trespass	462	485	509	534
Drug Violations	311	326	342	360

Notes: Actual workload accomplishments for 1994 are reported on a calendar year basis and will not be available until March 1, 1995. Estimated workload accomplishments for 1994, 1995, and 1996 are based upon an assumption of a 5 percent increase per year in workload accomplishments. Corrections in projections will be made when 1994 data becomes available.

Justification of Program and Performance**Activity: Resource Protection and Maintenance
Subactivity: Hazardous Materials Management**

Table 71. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	17,138	+270	-500	16,908	-230
FTE	190	0	-16	174	-16

◆Objectives◆

The objectives of the Hazardous Materials Management program are to assure:

- protection of the public health and safety relative to uses and activities on the public lands which may cause hazardous materials sites or incidents on the public lands;
- protection of public lands natural resources and the environment from the effects of hazardous materials or wastes;
- compliance with applicable Federal and State hazardous materials and related laws and regulations; and
- minimization of future hazardous materials-related liabilities and costs to the Federal Government.

◆1996 Program◆

BLM's Hazardous Materials Management program integrates and coordinates a variety of Bureau activities to ensure protection of public health and safety, and the environment from the effects of hazardous materials on the public lands. The program contains four major component efforts which are to: (1) prevent the generation or acquisition of pollutants on Interior Department-managed lands, (2) reduce the amounts of waste generated where such generation cannot be avoided, (3) manage all hazardous materials and wastes responsibly to protect those who use the public lands and work at BLM facilities, as well as the natural resources BLM administers, and (4) respond in a timely manner to

releases at BLM facilities; clean up public lands sites contaminated by hazardous materials, where polluters cannot be found, and assure restoration of natural resources damaged by such contamination.

By far the most costly aspect of the BLM hazardous materials management program is the efforts to clean up hazardous materials sites on the public lands including: (1) inventory and assessment of sites of potential contamination; (2) development of studies and site specific plans for cleanup and restoration where contamination is found to exist; and (3) implementation of removal, remediation and restoration plans. It is BLM policy to require the polluters to carry out these actions where possible, but implementing the policy has its own costs.

Increasing emphasis is being placed on prevention and minimization of waste on the public lands consistent with new laws and regulations. The BLM is attempting to prevent or minimize future liabilities that might result from hazardous materials through stipulations in its land use authorizations and by tighter controls of internal management of chemicals.

◆Inventory◆

Inventories of public lands uses and land areas for potential hazardous materials releases and environmental compliance assessments of BLM facilities are priorities and are being planned or conducted by many programs in the BLM. The hazardous materials management program compiles inventories of uses authorized by other programs, accomplishes on-the-ground inventory and site discovery reporting, and prepares records of identified sites

of higher potential risk. The BLM also contracts for, or prepares, site risk assessments, leading to a Hazard Ranking Score, for reported sites. In 1996, the program will continue site discovery, tracking and reporting with anticipated increased inventories of public lands uses.

The BLM is also conducting an environmental audit for BLM facilities in 1996. This will include periodic assessments of selected facilities compliance with environmental laws and regulations. The audits serve as a record keeping and management tool to gauge the effectiveness of environmental management systems and to minimize potential civil penalties and liabilities.

The BLM also plans to direct \$1,000,000 for the NEPA studies at the Midnite Mine in Northeast Washington State.

◆Site Risk Assessment◆

Once a site with potential hazardous substance release has been identified it is screened to verify land ownership and current and past use. The site is listed on the EPA Federal Facility Compliance Docket and work is begun on a preliminary assessment to determine the probability and source of a release and to identify any populations and resources at risk. The site is also scored to determine the level of risk and if any technical studies are needed for further evaluation. If warranted a site investigation is conducted to expand information on the source and risk of contamination. For all sites, increased emphasis is being placed on opportunities to identify potentially responsible parties and encourage them to take over the assessment and cleanup at the earliest possible time. Where possible, potentially responsible parties are required to conduct the risk assessment work. The number of assessments is expected to increase with the expanding inventory efforts.

◆Remedial Investigation/Feasibility Study/EIS and Cleanups◆

Beginning in 1995, the Departmental Central Hazardous Materials fund was established to fund remedial investigation/feasibility studies and clean up of hazardous waste sites throughout the Department.

◆Emergency Response/Removal Actions◆

The number of small potential hazardous materials sites discovered on public lands is increasing with the nationally expanding wire burning problem, continuing illegal drug production, increasing hazardous waste midnight dumping, and larger amounts of chemicals in transit, nationwide. These sites often present immediate risk to public health or the environment or by their existence encourage more of the same activity and are, thus, an enforcement problem. In addition, new EPA policies and procedures promote rapid cleanups at many sites. As a result, removal actions themselves are becoming larger and more costly. In recent years, BLM has faced unexpected emergency removals and many removals are now costing, on average, \$150,000 each.

◆Resource Conservation and Recovery Act (RCRA) Compliance◆

RCRA compliance efforts are largely focused on appropriate documentation of hazardous waste management in BLM facilities and handling hazardous wastes from removal and remedial actions. The BLM facilitates environmental audits. The anticipated increased demand for removal actions are expected to increase the number of RCRA manifests and related documents required in 1996.

RCRA requires all agencies to properly manage, and track to final disposal or destruction, all hazardous wastes. BLM also audits the environmental and financial statements of the treatment, storage and disposal facilities which the Bureau uses to reduce contingent liabilities.

◆Waste Minimization and Pollution Prevention◆

Increased emphasis is being placed on pollution prevention and waste reduction on the public lands consistent with new laws and regulations. As part of the Waste Management program, the BLM is taking a two track approach through in-house efforts to incorporate waste minimization into the institutional culture and day-to-day operations; and through outreach efforts to ensure that lessees, permittees, grantees and other authorized users to

comply with prevention and waste minimization requirements on public lands.

♦Program Management♦

At the 1996 budget request level, the BLM will continue to develop policies and procedures needed to reduce the risk of future hazardous materials activities on the public lands, to reduce costs and liabilities, to provide programmatic and safety training to BLM employees, to ensure compliance with statutory and regulatory requirements, and to improve the management of BLM contracts for hazardous materials program work. The BLM will also continue to provide employee training for staff who are involved in implementing the hazardous materials management program.

♦Justification of 1996 Program Changes♦

Table 72.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	16,908	-500
FTE	174	-16

The 1996 Budget Request is \$16,908,000 and 174 FTE, a program decrease of \$500,000 and -16 FTE. Hazardous Materials Management activities in 1996 will concentrate on the highest priority waste sites which pose imminent danger to public health and

safety. The program decrease will be taken in lower priority work, which includes the following: 1) a reduction in the surveillance and monitoring of hazardous waste sites; 2) a reduction in the audits of facilities where BLM ships hazardous waste for disposal; 3) the deferral of hazardous substance removal at non-emergency sites that present no health or safety danger; 4) training courses will be prioritized and scaled back; and 5) lower priority site studies will be deferred. BLM will concentrate its limited resources on the highest priority sites, avoid beginning work on sites until the potential liability is established, and aggressively pursue responsible parties.

Table 73. Hazardous Materials Management Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Cleanup Accomplished (Emergency Response), # of sites: includes control of releases or threatened releases of hazardous substances, contaminants, or pollutants, spills or illegal dumping incidents on the Public Land.	117	100	112	+12
BLM Site Cleanup Accomplished (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants on BLM responsible sites...	39	18	12	-6
Site Cleanup Accomplished Through Partnerships (Remediation), # of sites: includes permanent remedies to prevent, minimize or cleanup the release of hazardous substances to reduce mobility, toxicity, and volume of the contaminants that is accomplished in cooperation with another party.	75	58	65	+7
Pollution Prevention Investment, # of investments: includes facility environmental compliance assessments, employee training in pollution prevention, improved business practices, "green" procurement, and pollution prevention partnership investments with public and private entities.	90	160	320	+160
Preliminary Natural Resource Damage Screen Accomplished, # of sites: includes preliminary identification of resource injury from oil or hazardous substance releases and preparing funding proposals to DOI for carrying out the full natural resource damage assessment.	2	5	7	+2

Activity Summary**Activity: Emergency Operations**

Table 74 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Emergency Damage Repair \$	0	0	0	0	0	0
FTE	0	0	0	0	0	0
Grasshopper and Mormon Cricket Control \$	0	0	0	0	0	0
FTE	0	0	0	0	0	0
Total Dollars	0	0	0	0	0	0
Total FTE	0	0	0	0	0	0

◆Authorizations◆

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §101) provide for the expenditure or transfer of funds for the emergency reconstruction, replacement, or repair of aircraft, buildings, utilities, or other facilities or equipment damaged or destroyed by fire, flood, storm or other unavoidable cause.

The *General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies* (P.L. 103-138 §102) provide for the expenditure or transfer of funds for the prevention, suppression, and control of actual or potential grasshopper and Mormon cricket outbreaks.

The *Food Security Act of 1985* (7 U.S.C. 148f) provides for the Secretary of the Interior to transfer no-year funds to the Secretary of Agriculture for Mormon cricket and grasshopper control on lands under the jurisdiction of the Department of the Interior.

◆Activity Description◆

The Emergency Operations Activity includes funding for emergency operations and grasshopper and Mormon cricket control. Funds for emergency operations are transferred from other no-year accounts and must be replenished by supplemental appropriation. Funding for grasshopper and Mormon cricket control is covered by the use of the unobligated balance from a \$5 million no-year appropriation made in 1987.

Justification of Program and Performance**Activity: Emergency Operations**
Subactivity: Emergency Damage Repair

Table 75. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	0	0	0	0	0
FTE	0	0	0	0	0

→ Objectives →

The objective of this program is to provide immediate response in the form of personnel, equipment or supplies for emergency repair or replacement of Government property destroyed or damaged by catastrophic acts of nature such as floods, storms, non-wildfires and other unavoidable cause.

California Desert Conservation Area in 1988. Funds were also transferred to this subactivity from the Alaska Oil Spill Liability Fund to cover applicable BLM costs incurred in assisting in the clean up of the oil spill in Prince William Sound.

No funds are requested for 1996.

→ 1996 Program →

In response to an emergency damage situation to BLM owned property, BLM personnel assess the extent of the damage or loss, document the nature of immediate repair work or replacement needed, and determine what additional actions may be necessary to prevent further damage, loss or destruction and to protect resource values and minimize disruption of public service. Emergency damage repair work may be authorized by the Secretary to be completed with emergency funds by BLM personnel or by contractors under the supervision of qualified Bureau employees.

Because emergency situations are not predictable from year to year, funds to perform emergency damage repair work may be transferred from other no-year accounts such as the BLM "Construction and Access" Appropriation under the authority of §101 of the annual Department of the Interior and Related Agencies Appropriation Act, and must be replenished by supplemental appropriation.

Examples of emergency repair include reconstruction of the storm damaged Loon Lake Campground near Coos Bay, Oregon in 1989 and rebuilding the

Justification of Program and Performance**Activity: Emergency Operations****Subactivity: Grasshopper and Mormon Cricket Control**

Table 76. Subactivity Summary

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	0	0	0	0	0
FTE	0	0	0	0	0

◆ Objectives ◆

The objectives of this program are to:

- conduct inspections of suspected or known outbreaks of Mormon crickets or grasshoppers on the Public Lands in cooperation with the Animal Plant Health Inspection Service (APHIS); and
- maintain a cooperative program with APHIS for Mormon cricket and grasshopper control on the Public Lands.

This balance would be available for transfers to APHIS or for use by the BLM to assist APHIS. The balance of funds remaining will be sufficient to complete the level of control work which has been utilized in recent years. If severe outbreaks would occur, the Secretary's emergency authorities would be utilized, and supplemental funding would be requested to replenish funds borrowed from other accounts.

◆ 1996 Program ◆

The BLM cooperates with the Animal and Plant Health Inspection Service (APHIS) to assist with inspections of the Public Lands where potential outbreaks of pests may occur, and to develop and implement control plans. When outbreaks occur, APHIS conducts control operations and is reimbursed for its expenses on Public Lands when such expenses exceed funding available to APHIS for such control work.

In 1987, a no-year appropriation of \$5,000,000 was provided to the BLM specifically for Mormon cricket and grasshopper control. The 1993 *Appropriations Act for the Department of the Interior and Related Agencies* provided that \$2,500,000 of unobligated balances from this appropriation were transferred to the 1993 MLR Appropriation for other program costs. The unobligated balance at the beginning of 1996 is anticipated to be about \$200,000.

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Activity Summary**Activity: Workforce and Organizational Support**

Table 77 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Information Systems \$	15,597	14,900	+354	+1,000	16,254	+1,354
FTE	196	195	0	0	195	0
Resource Data Acquisition *	5,451	0	0	0	0	0
FTE	74	0	0	0	0	0
Administrative Support \$	47,591	46,517	+1,123	+2,589	50,229	+3,712
FTE	859	810	0	-11	799	-11
Bureau Fixed Costs \$	56,616	58,303	+943	-2,137	57,109	-1,194
FTE	0	0	0	0	0	0
Total Dollars	125,255	119,720	+2,420	+1,452	123,592	+3,872
Total FTE	1,129	1,005	0	-11	994	-11

* The Resource Data Acquisition subactivity was eliminated in 1995.

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1731) outlines the functions of the BLM Directorate and provides for the administration of public lands through the Bureau of Land Management, which was established by §403 of Reorganization Plan No. 3 of 1946.

The Civil Service Reform Act of 1978 (5 U. S. C. 1701) requires each Executive agency to conduct a continuing program to eliminate the under-representation of minorities and women in professional, administrative, technical, clerical, and other blue collar employment categories within the Federal services.

The Civil Rights Act of 1964, as amended (42 U.S.C. 2000) requires development and maintenance of affirmative action programs to ensure non-discrimination in any employment activity.

Executive Order 11478 of August 8, 1969 (34 F. R. 12985) requires agencies to establish and maintain an affirmative action program of equal employment opportunity for all employees and applicants for employment.

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national federal information policy and requires that automatic data processing (ADP) and telecommunication technologies be acquired and used to improve services, delivery, and productivity, and reduce the information processing burden for the Federal government and the general public.

The Computer Security Act of 1987 (40 U.S.C. 759) requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of federal data.

The Chief Financial Officers Act of 1990 (U.S.C. 501) requires that a Chief Financial Officer (CFO) be appointed by the Director of the Office of Management and Budget and that this CFO will provide for the production of complete, reliable, timely and consistent financial information for use by the executive branch of the Government and the Congress in the financing, management, and evaluation of Federal programs.

The Government Performance and Results Act of 1993 requires ten federal agencies to launch a three-year pilot project beginning in 1994, to develop annual performance plans that specify measurable goals and produce annual reports showing how they were achieving those goals.

◆Activity Description◆

The objectives of this activity are to:

- provide basic bureau-wide and office-wide administrative support services which allow all BLM programs to function effectively;
- support expansion of the skills mix in the Bureau workforce to improve BLM's ability to manage resources on an ecosystem basis and to work with more culturally diverse public land users;
- continue the process of re-engineering BLM's existing business practices to free up scarce funding resources for growing mission requirements and program operations, and to provide quality services to customers at the lowest possible cost;
- maintain existing automated systems and applications to support Bureau operations while the development and implementation of the ALMRS/Modernization project is underway; and,
- provide aviation management support to all BLM programs and organizational levels.

This activity is comprised of the following subactivities:

◆ Information Systems Operations◆

This subactivity maintains the existing Bureauwide general automated systems, ADP systems support and applications to support Bureau operations. It

manages BLM automation, information resources management, and modernization (AIM) process to provide for efficient, cost-effective, and fully integrated data management systems to support all BLM programs. It also provides the resources to explore methods for making existing ADP and data communications operations more effective.

◆Administrative Support◆

Currently, this subactivity covers the basic bureau-wide and office-wide administrative support services such as: financial management, budget development and execution, procurement and contracting services, property management, directives systems management; human resources management (including personnel services, and the equal employment opportunity program); and aviation management services which permit the BLM to accomplish its primary program missions and program objectives.

◆Bureauwide Fixed Costs◆

This subactivity provides funding for a variety of Bureauwide fixed costs, such as space rental, general purpose wire communications, mail and postal service, injured employee compensation, unemployment compensation, departmental service, and GSA consumer information services.

Beginning in 1995, the BLM revised financial management procedures to allocate certain program support costs. Program support costs include items whose costs cannot be readily assigned to a specific organization or program or items that benefit multiple units within an office. Examples of program support cost items include State Director Offices, Office of External Affairs, telecommunications costs, general office machines, utilities, general office supplies, employee assistance programs, etc. These revised procedures assure that each program pays an equitable portion of the total program support costs. The financial management system automatically allocates the costs of a specific item among those programs that benefit from the support.

*Justification of Program and Performance***Activity: Workforce and Organizational Support
Subactivity: Information Systems Operations**

Table 78. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	14,900	+354	+1,000	16,254	+1,354
FTE	195	0	0	195	0

◆Objectives◆

The objectives of this subactivity are to:

- use Information Resource Management (IRM) system program management, systems design and management, computer operations, system software and hardware maintenance, and data telecommunications to support BLM natural resource programs and administrative operations.
- provide support for the use of existing technologies to automate certain BLM resource data through the development of consistent corporate data standards and a system of Bureauwide data administration. The costs of applying the technology to resource issues are funded by the benefitting subactivities. In addition, exploration of the use of advanced technologies in the fields of photogrammetry and mapping are included to enhance the creation of maps and data necessary for resource management activities.
- provide processes for uniform and consistent data administration throughout the BLM and for using established remote sensing techniques to support BLM field operation and to produce accurate maps necessary for resource management.

This new subactivity represents a combination of "Information Systems Operation and Maintenance," with some of the functions that were included in "Resource Data Acquisition and Management" in the previous years.

◆1996 Program◆

◆The Implementation Year◆

1996 will mark the end of the modernization infrastructure installation and the delivery of the Initial Operating Capability (IOC) of the Automated Land and Mineral Record System. The infrastructure provides the BLM with common hardware and software (known as the "Modernization Platform") for running the ALMRS system and a Bureauwide office-to-office electronic communications link, including office automation. This provides the basis for future efficiencies as the BLM transitions to a fully integrated electronic case processing environment.

Automation has become inseparably integrated into BLM's day-to-day operations because of (1) the increased technological and software capability now available on non-mainframe equipment, (2) the entry of new personnel who have experience in the use of personal computers (PC) and workstations, (3) the exposure to and actual use of PC applications by current BLM employees, and (4) the proven track record of useability and resultant efficiencies of automation tools now being realized by BLM.

The ALMRS infrastructure will facilitate the BLM in its transition from manual records and resource data storage and manipulation to fully integrated automated information management.

In 1996, BLM will be operating in a UNIX environment with inter-connectivity to the existing PC DOS environment. This will necessitate a period of dual operations. Both personal computers and the new workstations will need to be maintained. We

project that normal day-to-day functioning of the BLM ("the business practices") will see dramatic changes as employees gain experience with the new hardware and software. System support will experience challenges as the IRM offices support integrated dual systems, including approximately one third more machines than the BLM maintained in 1994. BLM intends to evaluate its actual costs of providing dual support during 1995 and 1996. Certain operations support costs will remain since software configuration and technical support will be needed.

BLM will be studying the actual cost of the operation and maintenance of the platform, the data administration and technology utilization functions listed above, and system enhancement to arrive at an overall cost for automated support. BLM intends to use only one subactivity to track system support costs both for its resource programs and for the ALMRS/Modernization hardware and software and telecommunications.

It is likely that the future budget for this subactivity will increase as it absorbs operation and maintenance of the ALMRS/Modernization platform. However, overall costs for this subactivity and for the current ALMRS project (see Subactivity 4550) will decrease from 1997 forward.

♦Information Resource Management in the Current Environment♦

IRM plays a major role in the accomplishment of BLM's responsibilities as manager of the Public Land. This role includes processing data necessary to make decisions involving resources valued in multibillions of dollars, as well as providing support to make administrative and management activities operate more effectively.

BLM's current equipment configuration consists of a Honeywell DPS-8000 mainframe system at the BLM Office of IRM/Modernization located in Denver. Most administrative and natural resource IRM systems are run on this equipment. Each BLM State Office is equipped with a Honeywell DPS-6+ minicomputer for general IRM work and with Prime minicomputers used to support spatial data display applications. As the information highway is installed, in 1995, all of the DPS-6 mini-computers will

be decommissioned with the last of the DPS-6s and the DPS-8 mainframe being released in 1997.

On the current hardware configuration, there are approximately two dozen automated systems operating on mainframe computers within BLM that provide managers with information for making sound resource management and administrative decisions and to ensure proper lease management and collection of revenues. Examples of such systems include: the Solid Leasable Minerals System (SLMS), the Lease Management System (LMS), the Adopt-a-Horse and Wild Horse and Burro Information Systems, Public Domain Forest Inventory, Inventory Data System, Materials Disposal System, Automated Fleet Management System, Remote Entry of Time and Attendance System, Automated Property System and the Mining Claim Recordation (MCR) System. Other systems which operate on decentralized equipment such as PCs, include the Oil and Gas Automated Inspection and Reporting System (AIRS), the Grazing Automated Billing System (GABS) which provides accounting for grazing fee billings and information on livestock and the Facilities Inventory and Maintenance Management System (FIMMS).

The applications currently operating on the Honeywell equipment will be rehoused on the ALMRS/Modernization hardware and operating environment as part of the ALMRS/Modernization contract. This will be completed in 1996.

Under the current IRM configuration, the following functions are performed:

- operation, maintenance, and management of IRM equipment and software;
- support of centralized, Department-wide administrative systems, such as the interface to FFS;
- operation, maintenance, and management of central site configurations and state office minicomputers;
- acquisition and installation of appropriate kinds and sizes of IRM and data communications equipment in BLM field offices; and,
- technical assistance to system users.

The costs for use of automated technology in direct support of a specific program purpose or need is funded from the benefitting subactivities and

programs, not from this subactivity. This use includes, for example, systems development and maintenance for program-dedicated hardware, software, and applications.

The Office of IRM/Modernization in Denver, Colorado, is organized to provide a full range of IRM support services. Each State Office and several District and Resource Area offices have small IRM staffs to operate their IRM equipment, provide systems development, information systems and applications to meet local needs, and provide technical assistance and support to the field office resource personnel. In 1995, a study will be concluded and we will begin implementing its recommendations concerning the impact of the Modernization Platform on the relationship between the Office of IRM/Modernization and the State Offices. A separate effort is being performed by the Office of IRM/Modernization to define how it should be staffed and structured once the project is complete in 1996.

◆Project Development and Management/AIM Process◆

BLM emphasizes use of the "Life Cycle Management" process to manage the development of AIM projects. Each system, from initiation to eventual hand-off to operations and maintenance is managed on a life cycle as well as project basis to ensure that it meets a fully specified BLM program objective or management need, is cost effective, and continues to meet user requirements throughout its lifetime.

Screening and control of development of new system proposals is performed under these procedures. This ensures the support of BLM missions as specified by on-the-ground users and managers. After screening, these proposals are coordinated on a Bureauwide basis resulting in uniform applications.

To accomplish this, each new project is managed with a clear set of responsibilities assigned to the individuals involved in project initiation, development, and operation and maintenance. A charter is prepared to define scope, objectives, deliverables, schedule, organization responsibilities, funding, management milestones, and methods of operation for systems development efforts. A project plan is

prepared to guide the technical operation of the project including detailed schedules and timeframes for deliverables, specific staff assignments, funding requirements, task dependencies, and management reporting requirements. Both technical and management reviews are conducted at appropriate "Life Cycle" stages to ensure that the project progresses on schedule and meets its objectives.

◆ALMRS/Modernization—The Information Highway◆

BLM initiated an automation modernization project in 1985 to determine its IRM requirements for the decade of the 1990's. The goal is to provide a modern, cost effective, and efficient configuration of software, hardware, and data communications to meet BLM's IRM requirements.

Bureauwide implementation of the BLM's component of the Information Highway began in December 1993, with the delivery and installation of equipment for pilot testing at three locations—the Denver Service Center, New Mexico, and Washington Headquarters Office. Full installation at these sites and four additional states—California, Eastern States, Montana, and Nevada—was completed in 1994. Installation of the information highway will continue during FY 1995 and 1996 for the remaining States. Administrative systems operation will be shifted to the modernization platform beginning in 1995. Replacement of the current land records systems by the ALMRS application will be phased in during 1996.

The implementation of ALMRS/Modernization will enable the BLM to re-visit our business procedures in light of the full automation capabilities that will then be available. It is expected that BLM's business practices will be improved both as anticipated at the outset of the ALMRS project and in ways yet to be realized as BLM gains experience with these new capabilities. Land coordinate and usage data of the ALMRS system will form the basic land grid themes used in automated Geographic Information Systems (GIS) to plot and evaluate resource data. These improvements will directly benefit accomplishment of on-the-ground activities involved in managing the public land.

◆Data Administration◆

A Bureauwide data administration effort is critical to the success of its automation and IRM modernization efforts. The experiences gained in prototyping automated systems have assisted in focusing BLM attention on the fundamentals of data administration. The essential elements of a data administration function as implemented by BLM are as follows:

- ① determining what data are needed to make multiple use decisions;
- ② defining the meaning of individual data elements and establishing standards for data automation;
- ③ deciding what data should be automated;
- ④ scheduling when the data should be automated;
- ⑤ determining what levels of quality/accuracy are acceptable;
- ⑥ determining how to minimize duplicative efforts in data automation within BLM and share vital resource information with other land managing agencies; and,
- ⑦ establishing effective data sharing mechanisms that reflect security and cost recovery policies and enhance public access to the data used in making public land multiple-use resource decisions.

An effective data administration function provides a clear management and oversight mechanism to synchronize the use of automated technology with the quality of the data to be automated. By establishing data requirements and by defining data standards, BLM reduces the risks of entering unacceptable data into its IRM systems and its subsequent use when making resource management decisions. It also ensures that the efforts related to automating the many different data themes within BLM are appropriately planned and coordinated.

◆Advanced Technologies Support◆

The BLM continues to actively seek cost-effective application of advanced technologies to geographic information systems and to make more accurate maps. BLM produces approximately 100 new recreation, wilderness and other maps annually. These maps are derived from base topographic maps produced by the USGS, and display additional information necessary for BLM's management programs such as PLSS data, land and mineral ownership data, recreation, wildlife, wilderness, and administrative

boundaries. Information from base maps, together with other resource data such as recreation sites on the public land, can be combined in different ways to identify resource conflicts. With the aid of spatial display technology, data themes can be digitized and electronically overlaid to produce a much wider range of maps for the desired applications.

◆Justification of 1996 Program Changes◆

Table 79.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	16,254	+ 1,000
FTE	195	0

The 1996 Budget Request is \$16,254,000 and 195 FTE, a program increase of \$ 1,000,000 and 0 FTE. The program increase is required to fund contractual support personnel costs for systems administrators and network administrators associated with the transition from the existing platforms (Honeywell and PCs) to the Modernization platform. The contract personnel will be located in Bureau field offices and augment existing BLM personnel in 1996. Full operation and maintenance of the new system will occur in 1997.

Justification of Program and Performance**Activity: Workforce and Organizational Support**
Subactivity: Administrative Support

Table 80. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	46,517	+1,123	+2,589	50,229	+3,712
FTE	810	0	-11	799	-11

◆ Objectives ◆

The objectives of this subactivity are to:

- provide support to all BLM programs and organizational levels in order to function effectively and at the lowest possible cost.
- develop, maintain and promote a culturally diverse workforce in the Bureau.

◆ 1996 Program ◆

In 1996, BLM will continue to focus on corporate priorities as detailed in BLM's Corporate agenda. This agenda lists the goals and objectives that will be used to measure agency performance and to implement the Government Performance and Results Act, the National Performance Review and other presidential initiatives.

Areas of emphasis during 1996 include:

- ① regulation reduction and waivers to increase streamlining;
- ② putting customers first through improved services, customer input, and benchmarking to find the best practices;
- ③ empowering employees through reorganization and training activities; and,
- ④ getting back to basics in order to make government work better at less cost.

BLM is in the process of implementing the reorganization of its workforce at headquarters and at field offices. Under the new headquarters organization, work performed previously in program-oriented divisions/offices is now performed by teams which report directly to Assistant Directors. These inter-

disciplinary teams will be moving toward self-managing teams, thus decreasing the need for supervisors and reducing the number of management layers.

In 1995, as a result of the reorganization and streamlining, the following offices/divisions previously funded under this subactivity have been restructured into teams: the Headquarters directorate, the budget staff, the procurement and property management staffs, the personnel and organizational management staffs, the finance staffs, the general records, paperwork and directives management staffs and the external affairs staffs.

The new teams and their functions funded under this subactivity are as follows:

- *The Office of the Director* is composed of the Director, the Principal Deputy Director, the Deputy Director, the Office of IRM/Modernization, senior advisors, special assistants, and three headquarters teams. This office establishes overall goals and objectives for BLM and ensures that policies are consistent with statutory requirements and the Administration's priorities.
- *The Equal Employment Opportunity Team* assists in Human Resources Management program development for the workforce of the future through demographic and diversity analyses, targeted recruitment, synthesis of management concerns, application of Alternative Dispute Resolution (ADR) methods, higher education initiatives and outreach to other HRM organizations. It provides oversight for mandated EEO program components such as EEO counseling, complaints processing, affirmative

action plan development, and special emphasis program management.

- *The Budget and Finance Team* is responsible for accomplishing BLM's budget formulation and execution which involve all of BLM's appropriations and other funding authorities. It develops and presents the BLM budget estimates to the Department and OMB, and prepares budget justifications for submission to Congress. It prepares, monitors and analyzes other program and budget documents, including the annual work plan, the current year operating budget and program year budget plans for outyear budget development. It also performs and directs all budget execution work including the development of apportionments, allotments and allocations for fund control, and analyzes fund utilization and progress.

In accounting, the Budget and Finance Team implements accounting and financial management requirements. Staff at the BLM Service Center process financial document initiated at the various BLM offices and maintains the BLM's system of accounts and financial management reports; It audits vouchers, billings and invoices, and accounts for receipts. Approximately 158,000 payments are processed by this team each year.

In response to the National Performance Review, the Budget and Finance Team participated in a Department of the Interior study to analyze 1993 workloads and costs throughout the Department of the Interior's financial functions. The study supported the efficiency of the financial function. In 1993, the costs of operating BLM's financial function represented 11 percent of the total Department of the Interior finance operating costs. While representing 11 percent of the costs, the Bureau processed 13 percent of the Department's non-payroll documents. Although the BLM is one of the more efficient service providers, efforts are ongoing to reduce costs further through re-engineering of the financial processes.

- *The Property and Acquisition Management Team* facilitates the effective use of the BLM's Acquisition and Property support systems thereby enabling employees to achieve the Bureau's mission to sustain the health, diversity and productivity of the

public lands. The support includes acquisition of goods and services, management of BLM assets, and the management of the mail, uniform and printing programs.

The property management staff assists line managers to track, use, maintain and dispose of over 120 thousand line items of personal property with an acquisition cost in excess of \$280 million; 1,300 BLM owned vehicles; 2,500 GSA assigned vehicles; over 2 million square feet of office space; and 200 quarters units for employee occupancy. During 1994, direct savings realized by the BLM includes trade-in or exchange-sales totalling approximately \$5 million and \$10.5 million realized by procurement of usable personal property from available/excess sources.

The acquisition organization Bureauwide spent approximately \$179.1 million for goods and services in 1994. This included 1,937 contract actions worth approximately \$122.3 million for goods and services and 85,508 small purchase actions with a total value over \$56.7 million.

The BLM has used purchase cards under GSA authority as an efficient and economic tool for making purchases. In 1994, 1,700 purchase cards have been issued that resulted in BLM employees completing 50,456 transactions worth \$10.8 million. This method of purchase reduces paperwork and permits over the counter transactions and guarantees vendors fast payments. Because of its efficiency, the National Performance Review team has recommended more government use of the card.

BLM's printing program produced approximately \$2 million nationwide through the use of Government Printing Office (GPO) printing contracts. By utilizing the Bureau's two-GPO-term two-year contracts, valuable time was saved in placing the various jobs with printing contractors, a high quality level was maintained, and costs remained low and consistent. In addition to the amount of printing work, in 1994, BLM accomplished about \$1.5 million in duplicating.

During 1994, approximately \$500,000 was spent on uniforms by 6,200 employees.

Significant activities for 1996 planned by the BLM property and acquisition management team include: Automated Lands and Mineral Records System (ALMRS), general Coordinate Data Base (GCDB), implementation of the Interior Department Electronic Acquisition System (IDEAS), and full implementation of recommendations resulting from the Department of the Interior printing streamlining process.

- *The Headquarters Services Team* provides other BLM teams/employees with a wide range of support services that facilitate performance of the agency's mission. Services performed by this team include: temporary and permanent directives, records and information management, information technology services, small purchases and contracts, mail, printing, space management, uniforms, imprest and property services.

- *The Management Improvement and Evaluations Team* promotes the application of sound business re-engineering/quality management techniques, and the development and use of performance measures by the BLM. It ensures fiscal integrity and improves program accountability through coordination of the BLM's feedback systems. It also provides training and facilitation services to the BLM and intra/inter-governmental teams.

- *The Washington Safety and Health Team* is responsible for developing and implementing services to improve the occupational health and safety of BLM employees and public land visitors by reducing or eliminating unsafe conditions and acts causing injury to people and damage to property and the environment.

The Administrative Support subactivity also funds the following programs and initiatives:

♦Aviation Management♦

Consistent with the Department's Wildland Fire Program streamlining strategy, the Headquarters Division of Fire and Aviation Policy and Management of the BLM National Interagency Fire Center will be consolidated into an Office of Fire and Aviation Management which will report to the Assistant Director, Resource Use and Protection.

Aviation management staffs in BLM provide the development and implementation of policy and procedures which facilitate the deployment of a variety of aircraft specifically to accomplish natural resource management missions. Aviation resources (both fixed wing and helicopter) are used extensively by BLM in the multiple-use management of the Public Land. Approximately 60 percent of the annual aircraft use by BLM is related to the renewable resource management and protection programs with the remainder associated with the detection and suppression of wildfires.

These missions are typically conducted in a high risk, low-level flight environment which demands tighter management controls and more sophisticated piloting skills. Ten percent of the flight time is conducted by BLM pilots in government aircraft for the most complex and hazardous missions.-

BLM aviation managers in the various field offices provide the expertise to ensure the successful achievement of aviation program objectives.

They are responsible for reviewing aviation operational plans, implementing risk management systems, and monitoring aviation business to provide efficient and effective aircraft resources. This responsibility includes quality controls, management evaluations, and administrative cost analyses prescribed by OMB Circulars A-76 and A-126. They ensure that adequate safety training is provided for personnel who use aviation resources.

The highest priority in the aviation management program is safety. Risk management is used as a systematic approach to increase flight safety by recognizing and reducing risk factors and developing an accident prevention program. This involves procedures for operational evaluation; analysis and recognition of hazardous trends; accident investigation and prevention plans; and flight safety training courses.

These efforts have proven effective in lowering incident/accident rates, in achieving the most efficient level of aviation service, and provides management of a valuable transportation asset.

♦Permanent Change of Station Costs♦

For managerial and general program effectiveness, in 1996, the Permanent Change of Duty Station (PCS) costs will be transferred to this subactivity from the Bureauwide Fixed Costs. Essentially, PCS is that portion of the BLM's permanent change of duty station costs which are related to interstate moves of employees at GS-13 level and above for Bureauwide Management purposes.

The cost of PCS moves for other employees is charged to the benefitting program activities or subactivities since these moves are primarily related to program accomplishment purposes. PCS moves of employees to different duty stations within a State Office's jurisdiction are paid by the funds allocated at the State Office level in the benefitting program activities.

♦Diversity Initiatives♦

Various Human Resources/Workforce Diversity Initiatives, e.g., the Resource Apprenticeship Program for Students (RAPS), the Historically Black Colleges and Universities (HBCU) program, the Hispanic American Colleges and Universities (HACU) program and the Native American Initiatives program are funded by the Administrative Support subactivity. In 1996, this subactivity will also fund and administer the following Secretary's initiatives which focus on streamlining and re-engineering the Federal Government Processes:

The Interior Department Electronic Acquisition System (IDEAS). IDEAS is an electronic, on-line acquisition system which will replace the one presently in use by BLM. Its software is capable of providing functionality in preparing and submitting purchase requisitions, processing approval and recording commitments for both small purchases and contracts. This software is also capable of providing a tracking system and on-line status to all requisitions submitted to procurement for processing. Because IDEAS is modular in form, it can operate independently or as a total integrated system. Its software will run on both MS-DOS and UNIX operating environments, will collect commitment, obligation, contract and small purchase data and will interface

with the DOI Federal Finance System (FFS) and the DOI Interior Procurement Data System (IPDS).

The Occupational Safety and Health Training Initiative. The DOI sustains one of the poorest lost time injury rates to employees across the Federal Government. DOI has undertaken several actions to improve employee occupational safety and health and to approach these problems from a risk management perspective. A Departmental strategic plan provides a framework for individual bureau activities, but also defines Departmental emphasis. That plan calls for resource-sharing and for consolidated action on fundamental improvements needed across DOI. The BLM funds this initiative at \$72,000.

The 12 designated agency safety and health officials within the Bureaus and the Department identified development of exportable training packages as the most important consolidated Departmental action. Training would specifically address the safety and health responsibilities of supervisors, part-time safety professionals, senior managers and employees, in that order of priority. The fund will support this Bureau's share in the development of professional exportable packages for use at the employees' work site, with or without a formal trainer.

The Department wants to ensure that all employees have an absolute commitment to doing their jobs in a safe and healthy manner and a clear understanding of the actions required of their position in accomplishing that.

♦♦Justification of 1996 Program Changes♦♦

Table 81.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	50,229	+2,589
FTE	799	-11

for the Permanent Change of Duty Station Cost to this Subactivity from the Bureauwide Fixed Costs, a \$950,000 increase to implement the Interior Department Electronic Acquisition System and the transfer of \$498,000 funding of the Artwork and Artifacts program from this subactivity to the Cultural Resources subactivity.

The reduction of 11 FTE in FY 1996 is in response to the President's streamlining initiative.

The FY 1996 Budget Request is \$50,229,000 and 799 FTE, a net program increase of \$2,589,000 and a decrease of 11 FTE. The requested increase is a direct result of the transfer of \$2,137,000 funding

*Justification of Program and Performance***Activity: Workforce and Organizational Support
Subactivity: Bureauwide Fixed Costs****Table 82. Subactivity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	58,303	+943	-2,137	57,109	-1,194
FTE	0	0	0	0	0

◆Objectives◆

The Bureauwide fixed costs subactivity provides funding for certain essential Bureauwide program support costs which are relatively uncontrollable by BLM. Because of the nature of the origination and billing arrangements for these items, it is more efficient to budget and pay for them on a central basis. These fixed costs include space rental payments to GSA and to private lessors, FTS 2000 charges and some of BLM's general purpose commercial telephone services, permanent change of duty station costs for certain employees, mail and postal service, unemployment and injured employee compensation payments to the Department of Labor, and payments to the Department for services provided through the Departmental Working Capital Fund.

◆1996 Program◆

The table at the end of the narrative section shows a breakdown of each fixed cost category and the estimated dollar amount. A brief description of each bureauwide fixed cost category follows:

◆Space Rental◆

There are two categories of cost for rental of BLM general purpose office space and associated facilities.

GSA Rental Space includes GSA's rent charges for rental of office, warehouse, storage, and other facilities occupied by the BLM. The estimate includes the BLM's share of the cost of Departmentally controlled space in the Main Interior Building.

Space Controlled by BLM includes rental costs for space leases that were transferred from GSA to BLM management on October 1, 1987. These leases are for facilities totally occupied by BLM personnel and are located outside of major urban centers.

◆General Purpose Wire Communications◆

The *FTS 2000 Intercity Service* cost is based on time minute usage. This is the long distance carrier service for the BLM. The Switched Voice service was phased in for BLM starting in 1990. All offices in the BLM are now on FTS 2000 for long distance voice service. Data Communication line conversion started in early 1992.

The *General Purpose Commercial Telephone* costs for the BLM cover the local basic general purpose telephone services and are paid by the benefiting program subactivities. Facsimile equipment transmission costs, especially those related directly to a program function such as firefighting and other programs, are also paid by the benefiting activities.

◆Mail and Postal Service◆

The U. S. Postal Service assesses the BLM for mail and postal service. The estimate includes efforts to use postage service classes more efficiently and the effect of reduced use of the U. S. mail due to electronic communications and private express services options. We anticipate no change in the volume of mail in 1996 from the 1995 level.

♦Injured Employee Compensation♦

The amounts are reimbursed to the DOI Employee Compensation Fund. Costs for 1996 are for the 12 months ending June 1994 and are paid to the Department of Labor, Federal Employees Compensation Fund pursuant to 5 U.S.C. 8147(b), as amended by Public Law 94-273.

♦Unemployment Compensation♦

The Omnibus Reconciliation Act of 1980 (P.L. 96-499) requires that all unemployment benefits paid to former Federal employees, based on Federal service performed after December 31, 1980, must be reimbursed to the Federal Employees Compensation Account of the Unemployment Trust Fund in the Department of Labor by the various Federal agencies. The Department of Labor issues bills to the Department of the Interior which are then re-allocated to the bureaus for payment of amounts to reimburse the Unemployment Trust Fund.

♦Departmental Services♦

This item represents the BLM's share of costs for common services provided in Washington and in the Main Interior Building by the Department, such as health services, building security, library, and central support management services.

♦GSA Consumer Information♦

This item includes BLM's share of cost charged the Department for stockpiling and distributing publications by GSA's Consumer Information Center in Pueblo, Colorado.

♦Justification of 1996 Program Changes♦**Table 83.. 1996 Program Changes.**

	1996 Budget Request	Program Changes (+/-)
\$(000)	57,109	-2137
FTE	0	0

The 1996 Budget Request for Bureauwide Fixed Costs is \$57,109,000, a decrease of \$2,137,000 from the 1995 Enacted level. This decrease is related to the transfer of the Permanent Change of Duty Station program from this subactivity to the Administrative Support Subactivity.

Table 84 Bureauwide Fixed Costs Summary (\$ 000s).

Program Element	1995 President's Budget	Uncontrollable Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Changes From 1995 (+/-)
Space Rental	[36,619]	[943]	0	[37,562]	[943]
GSA Rental Space	22,514	227	0	22,741	227
BLM-controlled Space	14,105	716	0	14,821	716
General Purpose Wire Communications	[7,870]	0	0	[7,870]	0
FTS	3,536	0	0	3,536	0
Commercial Telephone	4,120	0	0	4,120	0
Facsimile Equipment	214	0	0	214	0
Permanent Change of Duty Station	2,137	0	-2,137	0	-2,137
Mail and Postal Service	1,933	0	0	1,933	0
Injured Employee Compensation	5,368	0	0	5,368	0
Unemployment Compensation	3,147	0	0	3,147	0
Departmental Working Capital Fund	1,216	0	0	1,216	0
GSA Consumer Information	13	0	0	13	0
Total	58,303	943	-2,137	57,109	-1,194

*Justification of Program and Performance***Activity: Mining Law Administration (From Fees)**

Table 85 Activity Summary (\$000s).

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Mining Law Admin. \$	[20,300]	[26,599]	0	[+6,051]	[32,650]	[+6,051]
FTE	331	476	0	+60	536	+60

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1711, 1732, 1744, 1782) (FLPMA), provides for preparing and maintaining an inventory of public lands resource values; authorizes the Secretary to prevent unnecessary or undue degradation of the public lands; and provides for recording mining claims and receiving evidence of annual assessment work.

The General Mining Law of 1872, as amended (30 U.S.C. 22, et seq.) provides for locating and patenting mining claims where a discovery has been made for locatable minerals (e.g., gold, silver, copper, nickel, zinc, lead) on public lands in specified States, mostly in the West.

The Act of March 3, 1879, as amended, (43 U.S.C. 31(a)) provides for the inventory and classification of the public lands and examination of the mineral resources and products of the national domain.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) (NEPA) requires preparation of environmental impact statements for Federal actions having a significant effect on the environment.

The Mining and Minerals Policy Act of 1970, (30 U.S.C. 21a) (30 U.S.C. 1601, et seq.) sets out the policy of fostering development of economically stable mining and mineral industries, and studying methods for waste disposal and reclamation.

The Department of the Interior and Related Agencies Appropriations Act for 1989 (43 U.S.C. 1474) provided that receipts for 1989 and thereafter from fees established by the Secretary of the Interior for processing actions relating to the administration of the General Mining Laws shall be immediately available to BLM for Mining Law Administration program operations.

The Omnibus Budget Reconciliation Act of 1993 (P.L. 103-66) established an annual \$100 per claim maintenance fee for unpatented mining claims and sites through FY 1998. The law allows a waiver from the fee for those claimants who hold 10 or fewer claims. The Act also established a \$25 per claim location fee for new claims, to be paid at the time of recordation.

The Department of the Interior and Related Agencies Appropriations Act for 1994 (P.L. 103-138) provided that funds shall be available to BLM for Mining Law Administration program operations, to be reduced by amounts collected from annual mining claim fees.

◆ Objectives ◆

The objectives of the Mining Law Administration Program are to:

- record unpatented mining claims, mill and tunnel sites, as required by §314 of the *Federal Land Policy and Management Act of 1976*;

- collect maintenance and location fees, and take action to document claims abandoned for failure to pay the fees;

- prevent unnecessary and undue degradation of the public lands by carrying out the surface management regulations for the public lands (43 CFR 3802/3809) through processing plans of operation and notices for mineral exploration and development;

- ensure compliance with the terms of plans of operation and related state and local regulations by conducting a comprehensive program of inspections and enforcement actions where necessary;

- use BLM's bonding and cyanide management policies to assure that all surface disturbance for operations requiring a plan of operation will be reclaimed to prevent unnecessary or undue degradation of public lands;

- abate unauthorized occupancy of mining claims;

- abate mineral trespass by doing validity examinations on operations that might be mining common variety minerals on mining claims;

- determine valid existing rights in wilderness areas under BLM administration, and review and process valid existing rights determinations prepared by other agencies, and;

- ensure consideration of critical and strategic minerals in land use planning by doing mineral resource assessments.

◆ 1996 Program ◆

An estimated 330,000 actively maintained mining claims exist on public lands. These claims are filed under the provisions of the General Mining Law of 1872. As part of Mining Law Administration, BLM: determines the validity of unpatented mining claims; prepares mineral patents for issuance by the Secretary; initiates contest actions; prepares mineral potential reports for land and realty actions; enforces surface management and environmental requirements following BLM approved mining plans of operation; enforces bonding requirements to assure that proper reclamation occurs after a site has been mined; records new mining claim loca-

tions; and, collects location and annual maintenance fees, or, annual assessment filings.

The Administration will continue to work with Congress to achieve reform of the Mining Law by Congressional action. In the interim, we support continuing the moratorium on patenting mining claims that was imposed in the *Department of the Interior and Related Agencies Appropriations Act for 1995*.

◆ Mining Claims on Public Lands ◆

Under §314 of FLPMA (43 U.S.C. 1744), the BLM has recorded more than 2.7 million mining claims and mill sites since 1976.

Beginning in 1993, claimants holding more than 10 claims were required to pay a \$100 annual "rental" fee per mining claim and site in lieu of performing \$100 of assessment work as previously required under the General Mining Law of 1872 and filing an annual affidavit of assessment work previously required under FLPMA. The *Omnibus Budget Reconciliation Act of 1993* contained a provision that essentially continued the annual \$100 per claim "maintenance" fee through 1998. The Act allows a waiver from the fee for those claimants who hold 10 or fewer claims. Claimants are required to pay the maintenance fee at the time any new claim is filed and on an annual basis for existing claims. The Act also requires a \$25 per claim "location" fee for new claims, to be paid at the time of recordation.

In addition, the filing of a new claim requires payment of a \$10 administrative fee. Those eligible to file an annual affidavit of assessment work will still pay a \$5 administrative fee.

At the start of 1993, about 750,000 unpatented claims were considered active. At the end of 1993, rental fees were paid or exemptions granted on approximately 300,000 claims. Since then, because of re filings, BLM estimates there are currently approximately 330,000 active claims. This illustrates the impact of the new fees on the number of active mining claims.

♦Processing Patent Applications♦

The Department of the Interior and Related Agencies Appropriations Act for 1995 imposed a one-year moratorium on receipt and processing of certain patent applications. This action does not affect 388 of the currently pending patent applications. This backlog of patent applications will take several years to complete at current staffing levels, even though there is a moratorium on accepting and processing new applications.

Under the General Mining Law of 1872, when a mining claimant believes a valuable mineral deposit exists, the claimant may apply for patent to obtain title to the claim. Processing the application by BLM involves: (1) adjudication to ensure that the patent application is complete; and (2) field mineral examination to ensure that on-the-ground evidence supports the application and provides information needed to issue either a patent or initiate contest proceedings to decide mining claim validity. Often, processing mineral patent applications and mining claim validity determinations can become complex and costly, and involve extensive legal review and technical evaluation of economics, mining techniques, and mineral resource values. Such proceedings may take several years to complete. Often, the age of an on-file patent application is due in part to the applicant's failure to file a complete application.

As of September 30, 1994, BLM had 627 mineral patent applications pending, involving 8,550 claims encompassing approximately 248,000 acres. Of these, the first half of mineral entry final certificate has been issued on 332 applications. Secretarial Order 3163 (March 2, 1993) revoked existing delegations that allowed BLM officials to issue first half certificates and patents. This action was taken to enable the Secretary to assume authority for the review and issuance of such documents. BLM will continue to process patent applications that are not affected by the moratorium to the point where the application is either rejected or presented to the Secretary for approval.

Table 86. Age of On-File Patent Applications (as of September 30, 1994).

Age	0 - 1.9 years	2.0 - 2.9 years	3.0 - 4.9 years	More than 5 years
Number of app- lications	232	108	148	139

♦Surface Management on Unpatented Mining Claims♦

Under §302(b) and §603 of FLPMA, BLM administers surface management regulations (43 CFR 3802/3809) designed to prevent undue or unnecessary degradation of the public lands resulting from operations conducted under the mining laws. For all operations other than "casual use," regulations require that either a "plan of operations" or a "notice," depending on the size of the area of disturbance, be filed with BLM. In designated sensitive areas, including wilderness study areas and Areas of Critical Environmental Concern (ACECs), a plan of operations is required for all surface disturbing operations except casual use, to ensure proper site reclamation and to prevent impairment of wilderness and other sensitive values.

When BLM receives a plan of operation or notice for mining operations, it must approve the plan of operation within 30 days, and review the notice within 15 days. Notices do not require BLM's approval. Their purpose is to alert BLM to allowable surface disturbing activity of less than 5 acres. Field examinations, resource assessments, and environmental analyses are required before the approval of plans. Validity examinations of mining claims in designated wilderness areas and wilderness study areas are required before approving notices or plans of operations.

A validity determination is a mineral examination to decide whether an unpatented mining claim meets all requirements for a discovery of valuable locatable minerals under the mining laws. Validity determinations are conducted when it is in the public interest to do so. Most validity determinations are done on mining claims in wilderness areas when an activity is proposed by mining claimants.

◆Inspection and Enforcement◆

Each plan of operation authorized under 43 CFR 3802/3809 requires periodic inspections on the ground to ensure that the operation is in conformance with the approved plan. Operations acting under a notice filed under 43 CFR 3809 require periodic inspections to ensure that unnecessary or undue degradation is not occurring and that reclamation is being done. The program goal is to inspect all producing operations using cyanide as an extracting agent for gold and silver ore on at least a quarterly basis. BLM's policy is to inspect all other producing operations and all nonproducing surface-disturbing activities every six months.

Increased emphasis is being placed on this effort to ensure conformity with established standards for acceptable exploration, mining, and reclamation practices by operators, to ensure appropriate levels of coordination and cooperation with States and other Federal agencies for a coherent and consistent inspection program, and to prevent unnecessary or undue degradation to the public lands.

◆Bonding and Reclamation◆

The BLM has instituted a bonding policy for all mining operations that requires mandatory bonding for all plan-level mining operations. Mining operations shall be bonded at whatever level required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$2,000 per acre. Exploration operations shall be bonded at whatever level is required by the State; when a BLM bond is required, operations will be bonded at the cost to reclaim, not to exceed \$1,000 per acre. Mine operators using cyanide and other leachates are required to post a bond equal to 100 percent of BLM's estimate of reclamation costs required by State or Federal regulators. The bonding initiative helps to build consistency in the surface management program and ensure the conduct of adequate environmental protection and reclamation on mining operations.

◆Mining Claim Occupancy◆

The BLM has proposed rules (43 CFR 3715) to define use and occupancy of unpatented mining claims and mill sites and to define and prohibit non-mining uses on such claims. The proposed rules would also define activities related to prospecting, mining, or processing operations, and uses reasonably incident, and establish conditions for determining whether these criteria are met.

◆Reimbursable Mining Law Administration Fees◆

The 1996 Budget Request is \$32,650,000 and 429 FTE.

The *Department of the Interior Appropriations Act of 1989* (43 U.S.C. 1474) provided that the revenues from fees for mining claim recordation (MCR) and mineral patent processing be made available to BLM as reimbursable funds to help in covering operational expenses. The requirement in the *Department of the Interior and Related Agencies Appropriations Act for 1993* for payment of an annual rental fee reduces the fees collected in 1994 through this provision of law to only those fees related to filing new claims, transfers, patent applications, fees paid by claimants holding 10 or fewer claims, and other fees not related to the annual maintenance fee.

Under the *Omnibus Budget Reconciliation Act of 1993*, to hold a mining claim, claimants holding 10 or more claims pay the maintenance fee for 1996 by August 31, 1995. For purposes of estimating receipts, the budget includes maintenance fees on 300,000 ongoing claims at \$100 and 40,000 new claims at \$125 will generate approximately \$32 million in revenue. The Department proposes to continue funding the mining law administration program from the fees collected as operating receipts.

♦♦Justification of 1996 Program Changes♦♦

Table 87. 1996 Program Changes (\$ 000s).

	1996 Budget Request	Program Changes (+/-)
\$(000)	[32,650]	[+6,051]
FTE	536	+60

istration of the program under current authority, consistent with the initiatives noted above, e.g. implementation of bonding and occupancy regulations, conducting mineral examinations, facilitating improved coordination with States, and assuring that standards for accepted practices are met.

The 1996 Budget Request is \$32,650,000 and 536 FTE, a program increase of up to \$6,051,000 and 60 FTE. The increase is needed to improve admin

Table 88. Mining Law Administration—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Mineral patents processed (# claims)	350	350	440	90
Validity examinations (# claims completed)	150	150	150	0
Surface Management (# plans/notices)	2,550	2,550	2,550	0
New mining claims recorded (# per year)	44,000	43,000	43,000	0
Annual filings (# processed)	30,000	30,000	30,000	0
Number of claims, new and continuing subject to actual rental	300,000	310,000	310,000	0
Inspection (# inspection reports)	9,300	12,300	12,300	0
Enforcement (# decisions)	300	300	300	0

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*Justification of Program and Performance***Activity: Automated Lands and Minerals Records System****Table 89. Activity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	69,181	322	0	69,503	322
FTE	238	0	0	238	0

◆Authorizations◆

The Paperwork Reduction Act of 1980 (44 U.S.C. 3501-3520) provides national Federal information policy, and as part of this, ensures that automatic data processing (ADP) and telecommunications technologies are acquired and used to improve service, delivery, and productivity, and reduces the information processing burden for the Federal government and the general public.

The Computer Security Act of 1987 (40 U.S.C. 759) requires adoption and implementation of security plans for sensitive information systems to ensure adequate protection and management of Federal data.

◆Objectives◆

The objective of ALMRS is to automate the extensive Federal land and mineral records under BLM's custody. These records are heavily used by the public, industry, State and local governments, other Federal agencies, and the BLM itself for many purposes. The records will be moved onto a modern automated system which will support increasing demands for this information and allow data interchange with other automated applications.

The goal is to implement ALMRS Bureauwide by 1997 to do the following:

- improve service to the public by expanding the usefulness and accessibility of the BLM's Federal land and mineral records and status data;
- reduce the time involved in processing land and minerals casework by providing automated tools to assist adjudicators, program specialists and managers in performing this work;

- provide greater speed and flexibility in maintaining, updating and accessing minerals, lands, and resources ownership status records, Master Title Plats, and supporting records to support user requirements;

- provide an integrated modern system of computer hardware and software to meet BLM's basic automation needs of the 1990's onto a common automation architecture with ALMRS;

- preserve valuable hard copy records which have deteriorated through time and heavy use, thereby eliminating the need to institute a costly program to replace existing paper records;

- provide capability for multiple user access to the records via automation, thereby increasing efficiency and usability of the records system; and

- link basic land status, ownership and official Cadastral Survey information with resource data systems via the Geographic Coordinate Data Base (GCDB) to facilitate identification of actual land parcels and resources on the ground for planning and environmental analysis, and to meet other natural resource management operational requirements, such as facilitating integrated resource management on an ecosystem basis.

◆1996 Program◆

ALMRS provides for the logical progression from BLM's existing labor-intensive, paper-copy format, manual public lands and minerals records system which was developed in 1955 to a modern, automated system. The automated system is needed not only by BLM for management purposes, but also by State and local governments, industry, and the general public to identify Federal land status, resource availability, and possible encumbrances on private properties. ALMRS will provide a pioneer

modern automated land ownership and records system that will form the basis for a DOI-wide land records system and could be adopted and used by other Federal and possibly state or local governmental agencies.

The manual records and the procedures involving their use were not capable of handling the increased public demand workload resulting from the energy boom of the early 1980's. This presented an early indication of the inadequacies of doing business as usual in the face of increasing pressures on the use of public land. ALMRS offers a comprehensive solution to very real land status and ownership records problems affecting not only the BLM, but also other Federal agencies, State and local governments, industry, and the general public.

In addition, the ALMRS/Modernization Project will provide the "information highway" for the BLM. This will allow the establishment of a unified office automation environment and direct office-to-office electronic communications.

Through work preliminary to ALMRS, BLM has already developed an interim on-line, automated case management system (ORCA) which is capable of providing automated serial register pages, various statistical reports, case counts, individual case status, and case abstracts. All new land and mineral cases are entered into and retrieved from the automated system, representing a substantial time savings over the previous manual procedures required to process and maintain the necessary documents and records.

♦System Overview♦

To meet the above objectives in an efficient manner and taking into account the provisions of the ALMRS contract, the project was redefined in mid-1993 to consist of 3 phases: (1) System Modernization and Program Administration System Re-engineering (2) ALMRS component, and (3) Resources Component.

Phase 1 constructs the foundation for Bureauwide "information highway." This foundation provides the BLM with common hardware and software containing a Bureauwide office-to-office electronic communications link. Building on this foundation, Phases 2 and 3 complete the information highway-

by adding the capability to store, display, manage, and analyze data elements—from land and mineral records to spatial natural resource data. After completion of phase 1 in 1995, BLM will implement Phase 2 (the ALMRS system itself) in 1996. Phase 3 (the resources option) is still in the strategic planning stage. The decision on whether to proceed with Phase 3 has not yet been made. The Project facilitates Phase 3 by providing access to compatible hardware and software under the same contract which installs the basic architecture (Phases 1 and 2) and ALMRS functionality (Phase 2). Further aspects of the Resources component are beyond the scope of the ALMRS project.

♦Phase 1♦

Phase 1 represents the installation of hardware, software, and communication linkages leading to fast and easy exchange of information among BLM offices and staff and enables world-wide access to data. BLM issued the ALMRS/Modernization contract in April, 1993. Tasks are underway to implement Phase 1 in 1994 and 1995.

The Modernization component of the information highway consists of installing workstations, servers, and telecommunications, over a 2-year time period, using a UNIX operating system and office automation software. First installation will be at three pilot states (Service Center, New Mexico, and Washington Headquarters) for testing and training and then at each office throughout the BLM. The hardware and software complies with NIST standards for open systems. Each workstation will be linked not only within an office, but with all offices nationwide. The hardware and software configuration will enable each worker to communicate freely with each other and allow access to data regardless of its location in the system, based upon the operating concept.

Telecommunications access to and from non-BLM users—including a gateway to Internet—will be provided to enable communications and data sharing with other federal and non-federal agencies, research institutions, and private organizations and individuals. External communications will be via FTS-2000 wherever appropriate.

The BLM is pursuing the implementation of a public access information locator system using the modernization backbone. The locator system would initially include information on availability and content of the BLM's information dissemination products, and later, direct access to documents and data.

In 1995, BLM will complete implementation of a Software Improvement Plan and move the selected program management and administrative applications from the BLM's existing mainframes and minicomputers to the ALMRS/Modernization platform and operating environment. In addition to these centralized systems, the decentralized system known as the Remote Entry of Time and Attendance Records System (RETARS) will be implemented on the modernization platforms as they are installed in each State.

◆Phase 2◆

Phase 2 (the ALMRS system itself) is being designed to include the basic data and functions necessary for maintaining BLM's Federal land and mineral records. The official Public Land records cover land and mineral ownership data for more than 46,000 townships, encompassing approximately one billion acres, for which BLM has surface and/or subsurface management responsibilities for the Federal government. When operational, ALMRS will replace an outdated, manual, paper copy system which is cumbersome and expensive to use and keep current, with a faster and more efficient system. ALMRS will support adjudication and management of land and mineral cases, and provide better land title and mineral records services and land ownership information to the public, other Federal agencies, state and local governments, and private industry as well as BLM.

Direct contact with the public occurs at BLM's many field offices including most of the contact with local resource users and visitors. Applications for the transfer of land title or lease rights are generally filed and approved at the BLM State Offices. Resource use applications may be filed or approved at either location. The ALMRS system is being designed to move the data that is currently stored in central repositories to those sites where the data

originates. This enables more rapid access by the most frequent users of the data as well as less expensive storage and retrieval. Although the data may be distributed among many machines, the ALMRS system will enable a user at any site to view and use any of this information without knowing where the data is actually stored.

The ALMRS application systems and software specifications for the Initial Operating Capability (IOC) were completed by BLM in late 1994. The IOC for ALMRS will enable the BLM to automate the process of creating land use authorizations by viewing current authorized uses of both the lands applied for as well as the uses of adjacent land. The ability to immediately portray the availability of lands will shorten the application processing time and enable the BLM decision maker to readily identify the proximity of competing uses. In this way, the BLM decision maker is better able to manage the wide variety of the public lands potential while avoiding obvious conflicts.

The first IOC software specifications were delivered to the contractor for review in November 1993. The remainder of the specifications were delivered in April 1994. The contractor will prepare the application using commercial off-the-shelf software. Prior to placing the ALMRS system in operation, the workstations of ALMRS users will be up-graded to provide additional memory and storage capacity required to support IOC.

◆ALMRS Data Automation◆

Collection and preparation of data for use in ALMRS has been and continues to be underway. BLM has conducted extensive data flow analysis and data modelling to ensure that the data in the system can be used to achieve the functionality required for records and case processing. ALMRS data types include legal land description, land status, geographic coordinate data, and case data. Legal land description data are the alpha-numeric descriptions of a parcel of land as defined by the Public Land Survey System. Land status data describe the surface administrative responsibilities associated with each parcel of land. These characterizations include land surface and mineral ownership, leasing actions, easements granted, mining claims, and a

number of other actions which affect the availability of a given tract of land or its resources for governmental or private use.

Geographic coordinate data match the property corners established by cadastral surveys under the Public Land Survey System of rectangular grids and subdivisions with the longitude, latitude, and elevation of points on the earth's surface. The Geographic Coordinate Data Base (GCDB) is necessary to provide spatial data representations that will enable BLM to use ALMRS to produce master title plats, use plats, and other spatial graphics to display records data graphically and to relate them both to other data themes and to real points on the ground.

Collection of Legal Land Description data has been completed. Collection of land status data was completed in 1992, except for certain data related to land withdrawals which will be complete by the end of 1995. Systematic collection and preparation of geographic coordinate data for the 11 western states—covering some 1.24 million square miles (33,154 townships)—began in 1989 and is scheduled to be completed in 1996. (Some highly complex areas will not be collected by the end of 1997.) As of September 1994, the initial data collection has been completed on 68% of the townships; 55% have been inspected and accepted; and 17% are ready for conversion.

Experience gained in earlier pilot project and prototyping efforts conducted by BLM has shown that the most important and management intensive aspect of successful project implementation is in determining the applicable system data standards and building of the data base. Work continues to bring existing data into compliance with established standards for use in the System and for electronic exchange to other systems.

♦Project Management♦

To develop and implement ALMRS/Modernization, BLM utilizes the "Life Cycle" management approach which is consistent with Federal Information Processing Systems (FIPS) standards from the National Institute of Standards and Technology. System development is being accomplished by the con-

tractor with oversight by BLM. BLM also provides project management, determines user requirements and technical system requirements, and develops and administers the necessary task orders for system design support. BLM works closely with the Department of the Interior (DOI) and Office of Management and Budget (OMB) to develop and monitor major project milestones to verify project progress.

To ensure that the ALMRS applications software can meet the BLM's land and mineral records and case processing functional requirements prior to incurring costs of Bureauwide implementation, BLM developed an "ALMRS Core Prototype," and demonstrated it to officials of DOI, OMB, and Congressional staff representatives in 1992. BLM issued the ALMRS/Modernization contract in April, 1993. Phase 1 is scheduled to be completed by the end of September, 1995. System specifications for the initial release of ALMRS were completed and delivered to the contractor in 1994 for development. Bureauwide implementation of the initial ALMRS application will be conducted in 1996. While additional refinement of the system will occur in subsequent years, it is anticipated that funding primarily for operations and maintenance will begin in 1997. This will also be the beginning of a decrease in funding requirements.

♦ALMRS/Modernization Project Implementation Schedule♦

Major milestones in the ALMRS/Modernization project implementation schedule are coordinated with the Department of the Interior and the Office of Management and Budget. With the award of the contract in 1993, a modification to the implementation strategy was appropriate.

In summary the 1996 budget completes the hardware, software, and telecommunications network installation, the Rehost of the Administrative systems, the development of the Initial Operating Capability (IOC) of the ALMRS system, and begins the operational phase of ALMRS. This involves the following specific activities.

Deploy ALMRS/Modernization Platform Upgrade

Install the basic ALMRS/Modernization platform in Alaska and Wyoming. Deploy the upgrades for hardware and commercial-off-the-shelf (COTS) software necessary to implement ALMRS/IOC.

Table 90 ALMRS Milestone Schedule.

Event (those rows bolded are completed actions)	Date	Fiscal Year
<i>Completion of Data Collection and Preparation for</i>		
Legal Land Description	9/90	1990
Land Status	9/92	1992
GCDB	12/96	1997
<i>ALMRS Core Prototype Software Development</i>		
Begin	1/91	1991
Complete	6/92	1992
<i>ALMRS/Modernization Contract</i>		
Issue RFP	5/91	1991
Award Contract	4/93	1993
<i>Installation of Phase 1 ("The Information Highway")</i>		
Begin	12/93	1994
Complete	3/96	1996
<i>ALMRS Initial Operating Capability Development & Testing</i>		
Begin	8/94	1994
Complete	3/96	1996
<i>ALMRS Bureauwide Implementation (Installation of Phase 2)</i>		
Begin	3/96	1996
Complete	9/96	1996

Complete System Rehost

Complete the data conversion and software installation of the 15 rehosted administrative systems. Return these systems to operation and maintenance to the program owner.

Complete and Install ALMRS

Complete ALMRS software development and testing against requirements. Install the ALMRS IOC application software in the States as the ALMRS/Modernization is completed. Terminate manual land and mineral case status records operations in areas covered by automated records and provide access to ALMRS for the public and other governmental users of land and mineral status records. Initiate cost recovery for automated output products using automated chargeback system.

Collect and Convert ALMRS Data

Continue collection of geographic coordinate data base (GCDB) information. Continue conversion of existing ALMRS data for States and load the data into ALMRS/Modernization platform database.

Manage IRM and Contract Administration

Manage Bureauwide ALMRS/Modernization contracts to focus on project tasks and schedules using Project Management, Life Cycle Management, and Configuration Management principles. Conduct proactive contract administration to ensure full value services are received.

Conduct Pilot Site Testing

Conduct ALMRS acceptance testing for platform upgrades for IOC at Pilot Sites with appropriate data and telecommunications network activity to ensure all required capabilities are operational.

Train Program Personnel

Provide training for lands and mineral program personnel, public users, and other federal state and local governmental agencies in the use of ALMRS.

**Transition to Modernization Operations
and Maintenance**

Continue the transition from the Honeywell, Prime and to the ALMRS/Modernization platform. Update cost models for transition from a development to an operations and maintenance mode. Continue operation of the manual records system until the ALMRS capabilities are validated,

Summary of Requirements by Object Class

Appropriation: Management of Lands & Resources

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct Obligations:								
11.1 Full-time permanent		300,782		7,098		12,338		320,218
11.3 Other than full-time permanent		13,469		317		553		14,339
11.5 Other personnel compensation		7,580		—		490		8,070
11.8 Special personal svcs payments		321		—		20		341
11.9 Total personnel compensation	7,699	322,152	0	7,415	209	13,401	7,908	342,968
12.1 Civilian personnel benefits		74,254		—		4,798		79,052
13.0 Benefits for former personnel		5,000		—		—		5,000
21.0 Travel & transportation of persons		13,500		—		—		13,500
22.0 Transportation of things		9,000		—		250		9,250
23.0 Rental payments to GSA		21,000		943		(693)		21,250
23.2 Rental payments to others		12,500		—		—		12,500
23.3 Communications, utilities, & misc		12,000		—		(1,700)		10,300
24.0 Printing and reproduction		2,500		—		—		2,500
25.2 Other services		86,850		(28)		(3,322)		83,500
26.0 Supplies and Materials		14,250		—		(750)		13,500
31.0 Equipment		21,150		—		(900)		20,250
32.0 Lands and structures		2,540		—		(5)		2,535
41.0 Grants, subsidies, & contributions		500		—		(200)		300
42.0 Insurance claims & indemnities		90		—		—		90
91.0 Unvouchered		20		—		32		52
99.9 Total, direct obligations	7,699	597,306	0	8,330	209	10,911	7,908	616,547
Reimbursable Obligations:								
11.1 Full-time permanent		12,377		398		—		12,775
11.3 Other than full-time permanent		2,013		65		—		2,078
11.5 Other personnel compensation		265		9		—		274
11.8 Special personal svcs payments		9		(1)		—		8
11.9 Total personnel compensation	168	14,664	(1)	471	0	0	167	15,135
12.1 Civilian personnel benefits		3,483		112		—		3,595
21.0 Travel & transportation of persons		1,000		—		—		1,000
22.0 Transportation of things		500		—		—		500
23.0 Rental payments to GSA		100		—		—		100
23.2 Rental payments to others		25		—		—		25
23.3 Communications, utilities, & misc		50		5		—		55
24.0 Printing and reproduction		300		(25)		—		275
25.2 Other services		13,000		(500)		—		12,500
26.0 Supplies and Materials		575		(75)		—		500
31.0 Equipment		525		—		—		525
32.0 Lands and structures		200		50		—		250
41.0 Grants, subsidies, & contributions		78		12		—		90
99.9 Total, reimbursable obligations	168	34,500	(1)	50	0	0	167	34,550

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)

Identification code: 14-1109-0-1-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
Direct program:			
00.01 Land Resources.....	110,252	114,779	120,588
00.02 Wildlife and Fisheries.....	29,312	24,355	30,219
00.03 Threatened and Endangered Species...	18,712	18,046	18,347
00.04 Recreation Management.....	42,262	40,737	48,585
00.05 Energy and Minerals.....	78,133	68,223	66,562
00.06 Realty and Ownership Management.....	77,260	72,597	68,952
00.07 Resource Protection and Maintenance..	75,392	69,668	70,199
00.08 Automated Land and Mineral Records System.....	90,809	69,181	69,503
00.09 Workforce and Organizational Support.....	114,591	119,720	123,592
00.91 Total direct program.....	636,723	597,306	616,547
01.01 Reimbursable program.....	34,058	34,500	34,550
10.00 Total obligations.....	670,781	631,806	651,097

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Program and Financing (in thousands of dollars)**

Identification code: 14-1109-0-1-302	1994 actual	1995 enacted	1996 estimate
Financing:			
17.00 Recovery of prior year obligations.....	(48,869)	0	0
21.40 Unobligated balance available, start of year.....	(20,549)	(14,058)	(14,058)
24.40 Unobligated balance available, end of year.....	14,058	14,058	14,058
25.00 Unobligated balance expiring.....	18,697	0	0
39.00 Budget authority (gross).....	634,118	631,806	651,097
Budget authority:			
40.00 Appropriation (general fund).....	598,398	596,987	612,547
40.20 Appropriation (special fund).....	1,462	1,462	4,000
42.00 Transferred from other accounts.....	200	0	0
40.78 Percentage reduction pursuant to P.L. 103-332.....	0	(1,143)	0
43.00 Appropriation (total).....	600,060	597,306	616,547
68.00 Spending authority from offsetting collections (new).....	34,058	34,500	34,550
Relation of obligations to outlays:			
71.00 Total obligations.....	670,781	631,806	651,097
72.40 Obligated balance, start of year.....	87,817	120,763	114,137
74.40 Obligated balance, end of year.....	(120,763)	(114,137)	(117,416)
78.00 Adjustments in unexpired accounts.....	(48,869)	0	0
87.00 Outlays (gross).....	588,966	638,432	647,818
88.00 Federal funds.....	(29,082)	(29,500)	(29,550)
88.40 Non-Federal sources.....	(4,976)	(5,000)	(5,000)
88.90 Total, offsetting collections.....	(34,058)	(34,500)	(34,550)
89.00 Budget authority (net).....	600,060	597,306	616,547
90.00 Outlays (net).....	554,908	603,932	613,268

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302	1994 actual	1995 enacted	1996 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	278,607	300,782	320,218
11.3 Other than full-time permanent.....	12,476	13,469	14,339
11.5 Other personnel compensation.....	7,021	7,580	8,070
11.8 Special personal services payments.....	297	321	341
11.9 Total personnel compensation.....	298,401	322,152	342,968
12.1 Civilian personnel benefits.....	68,780	74,254	79,052
13.0 Benefits for former personnel.....	5,021	5,000	5,000
21.0 Travel and transportation of persons.....	18,846	13,500	13,500
22.0 Transportation of things.....	12,056	9,000	9,250
23.1 Rental payments to GSA.....	22,953	21,000	21,250
23.2 Rental payments to others.....	14,408	12,500	12,500
23.3 Communications, utilities, and miscellaneous charges.....	14,188	12,000	10,300
24.0 Printing and reproduction.....	2,824	2,500	2,500
25.2 Other services.....	130,373	86,850	83,500
26.0 Supplies and materials.....	16,358	14,250	13,500
31.0 Equipment.....	29,410	21,150	20,250
32.0 Land and structures.....	2,381	2,540	2,535
41.0 Grants, subsidies, and contributions.....	636	500	300
42.0 Insurance claims and indemnities.....	87	90	90
91.0 Unvouchered.....	1	20	52
99.0 Subtotal, direct obligations.....	636,723	597,306	616,547

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Object Classification (in thousands of dollars)

Identification code: 14-1109-0-1-302	1994 actual	1995 enacted	estimate
Reimbursable obligations:			
Personnel Compensation:			
11.1 Full-time permanent.....	11,621	12,377	12,775
11.3 Other than full-time permanent.....	1,890	2,013	2,078
11.5 Other personnel compensation.....	249	265	274
11.8 Special personal services payments.....	8	9	8
11.9 Total personnel compensation.....	13,768	14,664	15,135
12.1 Civilian personnel benefits.....	3,270	3,483	3,595
21.0 Travel and transportation of persons.....	1,140	1,000	1,000
22.0 Transportation of things.....	574	500	500
23.1 Rental payments to GSA.....	61	100	100
23.2 Rental payments to others.....	22	25	25
23.3 Communications, utilities, and miscellaneous charges.....	55	50	55
24.0 Printing and reproduction.....	383	300	275
25.2 Other services.....	12,774	13,000	12,500
26.0 Supplies and materials.....	856	575	500
31.0 Equipment.....	745	525	525
32.0 Land and structures.....	277	200	250
41.0 Grants, subsidies, and contributions.....	133	78	90
99.0 Subtotal, reimbursable obligations....	34,058	34,500	34,550
99.9 Total obligations.....	670,781	631,806	651,097

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MANAGEMENT OF LANDS AND RESOURCES
Personnel Summary

Identification code: 14-1109-0-1-302	1994 actual	1995 enacted	1996 estimate
Direct: Total compensable workyears:			
Full-time equivalent employment.....	7,197	7,699	7,908
Full-time equivalent of overtime and holiday hours.....	64	56	56
Reimbursable: Total compensable workyears:			
Full-time equivalent employment.....	240	304	254
Full-time equivalent of overtime and holiday hours.....	3	3	3

Appropriation: Fire Protection*Appropriation Language Sheet*

For necessary expenses for fire use and management, [and] fire preparedness, and the renovation or construction of fire facilities by the Department of the Interior, [\$114,968,000] \$114,763,000, to remain available until expended, of which not to exceed \$5,025,000 shall be available for the renovation or construction of fire facilities.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Changes

1. Deletion: [and]

This word is deleted because it is no longer necessary.

2. Insert: *and the renovation or construction of fire facilities*

This language provides the authority to extend funds to renovate or construct facilities for the wildland fire program in order to provide a safe work environment and the needed facilities to more efficiently and effectively manage the program.

3. Insert: *of which not to exceed \$5,025,000 shall be available for the renovation or construction of fire facilities.*

This language limits the amount of funds which can be expended for the renovation or construction of fire facilities to \$5,025,000.

Appropriation Language Citations

For necessary expenses for fire use and management, [and] fire preparedness, *and the renovation or construction of fire facilities* by the Department of the Interior, [\$114,968,000] \$114,763,000, to remain available until expended, *of which not to exceed \$5,025,000 shall be available for the renovation or construction of fire facilities.*

16 U.S.C. 1;
16 U.S.C. 594;
16 U.S.C. 668dd - 668ee;
42 U.S.C. 1856;
42 U.S.C. 5121;
16 U.S.C. 3101;
43 U.S.C. 1748;
25 U.S.C. 3101;
P.L. 103-332.

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of public lands and resources from destruction by fire.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc. (+) Dec. (-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
FIRE PROTECTION	978	117,143	1,050	114,748	0	15	0	0	1,050	114,763	0	15
Preparedness	810	104,775	972	102,508	0	42	0	0	972	102,550	0	42
Preparedness-BLM	810	56,193	972	54,904	0	13	0	0	972	54,917	0	13
Preparedness-NPS		11,729		11,617		8		0		11,625	0	8
Preparedness-FWS		12,538		12,261		7		0		12,268	0	7
Preparedness-BIA		24,315		23,726		12		0		23,738	0	12
Preparedness-OS		0		0		2		0		2	0	2
Fire Use & Mgmt.	168	12,368	78	12,240	0	(27)	0	0	78	12,213	0	(27)
Fire Use & Mgmt-BLM	168	8,139	78	8,053	0	(18)	0	0	78	8,035	0	(18)
Fire Use & Mgmt-NPS		2,673		2,655		(6)		0		2,649	0	(6)
Fire Use & Mgmt-FWS		1,082		1,067		(2)		0		1,065	0	(2)
Fire Use & Mgmt-BIA		300		294		(1)		0		293	0	(1)
Fire Use & Mgmt-OS		174		171		0		0		171	0	0

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Fire Protection

	1995 Enacted	1996 Change
Additional cost in 1996 of the January 1995 Pay Raises	900	209
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1995.		
Additional cost in 1996 of the January 1996 Pay Raises		834
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		
One-additional Paid Day in Fiscal Year 1996		208
The adjustment reflects the fact that FY 1996 has one more paid day than in FY 1995.		
OSHA Training		15
The adjustment is to fund training for the Departmental Occupational Safety and Health Training initiative.		
Reduction in the base level	114,748	(1,251)
The adjustment is a reduction in the Fire Protection base level of funding.		

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Appropriation Summary

Table 1 Activity and Appropriation Summaries (\$000s) Fire Protection

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Total Fire Use & Mgt	\$ 12,368	12,240	-27	0	12,213	-27
BLM	\$ 8,139	8,053	-18	0	8,035	-18
FWS	\$ 1,082	1,067	-2	0	1,065	-2
NPS	\$ 2,673	2,655	-6	0	2,649	-6
BIA	\$ 300	294	-1	0	293	-1
OS	\$ 174	171	0	0	171	0
Total Preparedness	\$ 104,775	102,508	42	0	102,550	42
BLM	\$ 56,193	54,904	13	0	54,917	13
FWS	\$ 12,538	12,261	7	0	12,268	7
NPS	\$ 11,729	11,617	8	0	11,625	8
BIA	\$ 24,315	23,726	12	0	23,738	12
OS	\$ 0	0	2	0	2	2
Fire Protection Totals By Bureau						
BLM	64,332	62,957	-5	0	62,952	-5
FWS	13,620	13,328	5	0	13,333	5
NPS	14,402	14,272	2	0	14,274	2
BIA	24,615	23,726	11	0	24,031	11
OS	174	171	2	0	173	2
Total Dollars	117,143	114,748	15	0	117,364	16
FTE Totals By Bureau						
	1994 Enacted	1995 Enacted	1996 Budget Request	Change from 1995 (+/-)		
BLM	984	984 (plus 66 Seasonals)	984 (plus 66 Seasonals)	0		
FWS	228	228	228	0		
NPS	332	348	344	-4		
BIA	482	482 (plus 25 Seasonals)	482 (plus 34 Seasonals)	+ 9 Seasonals		
OS	2	2	2	0		
Total FTE	2,028	2,044 (plus 91 Seasonals)	2,040 (plus 100 Seasonals)	-4 (Plus 9 Seasonals)		

Appropriation: Fire Protection

♦♦ Authorizations ♦♦

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971, as amended by the Alaska National Interest Lands Conservation Act of 1980 (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

♦♦ Appropriation Description ♦♦

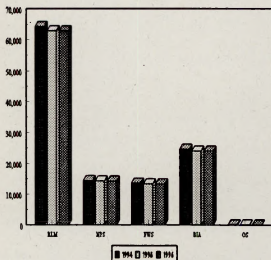
The Fire Protection appropriation includes funding for preparedness (actions taken to prepare for suppressing wildfires) and for fire use and management activities, the predictable aspects of the DOI fire program, in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus and to the Office of the Secretary for their program activities.

Appropriations to cover the full range of fire preparedness costs provide a stable funding source for the predictable wildland fire management - activities (fire use and management and fire preparedness), which must take place regardless of the severity of any given fire season.

The Department proposes to use the Most Efficient Level (MEL) as the underlying principle in budgeting

DOI Fire Protection

(Dollars in 000s)



for and managing the Department's firefighting programs. MEL is the staffing and funding required to provide the most cost effective fire program that will meet established fire suppression standards and land management objectives. This proposal mirrors current Forest Service practices.

The proposal consists of three elements: (1) use of emergency funding to meet a higher percentage of MEL than would be possible using strictly presuppression funding; (2) use of available funds to construct or renovate facilities necessary to accomplish MEL; and (3) FTE management to accomplish MEL.

An MEL based budget will allow the bureaus to establish a level of preparedness and fire use that minimizes total cost. The least cost principle is achieved through planning systems that produce a most efficient level organization or MEL. The MEL organization considers the costs of preparedness, the costs of suppression, and the net value change in resources. MEL recognizes the interrelationships between investments in preparedness and the cost of suppressing actual wildfires.

General descriptions of the two program activities in Fire Protection follow. More detailed program descriptions of each activity are included in the individual bureau descriptions.

◆Fire Use and Management◆

This includes activities related to the application of fire as a land and resource management tool. It includes salaries, benefits, and support costs for permanent and temporary personnel at the national, regional, and field levels who are primarily involved in prescribed fire, fuels management and research as provided for by bureau regulations and policy. Also, includes planning, preparation, execution and evaluation costs for hazard fuels reduction projects. This includes funding for the Departmental fire program coordinator.

Preparedness

Preparedness includes all activities related to general fire program oversight and to the procure-

ment, supervision, and deployment of wildfire suppression personnel and equipment. The activity includes compensation for fire staffs in the bureaus; all "fair share" and basic operational costs of the National Interagency Fire Center (NIFC) and the Alaska Fire Service (AFS); basic fire communications systems; training development and management; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials. Funding for indirect costs of contracting with Indian Nations under P.L. 93-638 is included in this activity.

This activity also covers costs of preparations for the annual fire season. Normal preparedness includes all activities associated with implementing the bureaus' fire management plans to prepare for the annual fire season. Includes compensation for permanent, seasonal and furlough able fire personnel and support staff performing preparedness work; expendable and capital equipment that is directly related to fire suppression; equipment operation and maintenance; training directly related to preparedness and suppression operations; contracts (including protection for certain lands or resources, aircraft availability, and flight time for reconnaissance); dispatching/logistical services; emergency communications equipment and services; special weather forecasting services; and administrative support.

◆Fire Research◆

The fire research program that was initiated in 1992 will be continued in the 1996 Budget Request at a level of \$1,320,000 (in Fire Use and Management). The research initiative is managed by a chartered Research Working Team under direction of the DOI Fire Coordinating Committee. It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between fire, the environment, and various ecosystems that are managed by the four participating bureaus. Coordination of projects and priorities with the Forest Service (FS) is underway. Conduct of the proposed projects is through exist-

ing FS research labs and through contracts with universities. The 1996 funding for research projects is consolidated in the BLM allocation for ease of administration.

Departmental Coordination

In 1996 the coordination of wildland fire programs at the Departmental level will continue through the office of Hazard and Fire Programs Coordination in the office of the Assistant Secretary for Policy, Management, and Budget.

Activity Summary

Appropriation: Fire Protection **Activity: Fire Use and Management**

Table 2 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management	\$ 12,368	12,240	-27	0	12,213	-27
FTE	168	78	0	0	78	0

♦ 1996 Program ♦

The objectives of the Fire Use and Management program in the Department of the Interior (DOI) are to:

- incorporate planning for fire management into other land use and resource management plans of the Department;
- utilize prescribed fire to protect and enhance natural resources;
- conduct fire programs in a manner consistent with bureau land use plan objectives; and
- conduct research in order to improve fire fighting methods and knowledge of the relationship between fire and the environment.

This program includes actions related to the application of fire as a land and resource management tool. It includes salaries, benefits, and support costs for permanent and temporary personnel at the national, regional, and field levels who are primarily involved in prescribed fire, fuels management and research as provided for by bureau regulations and policy. Also, includes planning, preparation, execution and evaluation costs for hazard fuels reduction pro-

jects. Includes funding for the Departmental fire program coordinator.

♦ Fire Research ♦

The fire research program that was initiated in 1992 will be continued in the 1996 Budget Request in Fire Use and Management. The research initiative is managed by a chartered Research Working Team under direction of the Interior Fire Coordination Committee (IFCC). It includes projects that are necessary to improve fire fighting methods and safety, and improve knowledge of the relationship between fire, the environment, and various ecosystems that are managed by the four participating bureaus. Coordination of projects and priorities with the Forest Service (FS) is underway. Conduct of the proposed projects is through existing FS research labs and through contracts with universities. The 1996 funding for research projects is consolidated in the BLM allocation for ease of administration.

Activity Summary**Appropriation: Fire Protection****Activity: Preparedness**

Table 3 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Preparedness	\$ 104,775	102,508	+42	0	102,550	+42
FTE	810	972	0	0	972	0

♦♦ 1996 Program ♦♦

The objectives of the Preparedness program in the Department of the Interior (DOI) are to:

- provide the necessary forces, resources, and capabilities ready to suppress wildfires in order to preserve the capability of DOI managed lands to contribute to the natural resource, socioeconomic and multiple-use needs of the Nation;
- incorporate planning for fire management into other land use and resource management plans of the Department; and
- conduct fire programs in a manner consistent with bureau land use plan objectives.

This program Includes all actions related to general fire program oversight and to the procurement, supervision, and deployment of wildfire suppression personnel and equipment.

Includes compensation for fire staffs in the bureaus; all "fair share" and basic operational costs of the National Interagency Fire Center (NIFC), and the Alaska Fire Service (AFS); development and operation of the Initial Attack Management System (IAMS) and associated automatic lightning detection and weather station systems; basic fire

communications systems; training development and management; interagency coordination and program development such as the National Wildfire Coordinating Group and the Department of the Interior Fire Coordination Committee; data collection and analysis necessary to prepare fire management plans and related materials. Funding for indirect costs of contracting with Indian Nations under P.L. 93-638 is included in this activity.

Covers costs of preparations for the annual fire season. Normal preparedness includes all activities associated with implementing the bureaus' fire management plans to prepare for the annual fire season. Includes compensation for permanent, seasonal and furlough able fire personnel and support staff performing preparedness work; expendable and capital equipment that is directly related to fire suppression; equipment operation and maintenance; training directly related to preparedness and suppression operations; contracts (including protection for certain lands or resources, aircraft availability, and flight time for reconnaissance); dispatching/logistical services; emergency communications equipment and services; special weather forecasting services; and administrative support.

Current procedures require that funding for facilities for the wildland fire program (equipment sheds, crew barracks, dispatch centers, etc.) come from each bureau's construction appropriations. Typically these types of facilities rank low within bureau construction priority systems because of other higher priority needs. Adequate facilities are crucial for an effective and efficient wildland fire program. Facilities are necessary to protect capital equipment and supplies from elements and theft, for housing seasonal crews in areas proximate to fire-prone areas and transportation facilities, and for providing dispatch of crews and equipment.

Largely due to injuries sustained through fire fighting activities, the DOI sustains one of the poorest lost time injury rates to employees across the Federal government. DOI has undertaken several actions to improve employee occupational safety and health and to approach these problems from a risk management perspective. A departmental strategic plan provides a framework for individual bureau activities, but also defines Departmental emphasis. That plan calls for resource-sharing and for consolidated action on fundamental improvements needed across DOI. The 1996 request includes \$15,000 in support of this initiative.

In 1993, the Interior Fire Coordination Committee (IFCC) comprehensively surveyed the condition of wildland fire facilities using standard criteria and addressing four categories of need: health and safety, capital equipment protection, operational efficiency, and interagency co-location. The lack of adequate facilities places employees in physical jeopardy, severely threatens the protection of expensive capital equipment and firefighting supplies, and reduces response efficiency, and impairs interagency coordination and cooperation.

A 20-year program to address unmet facility needs within the four bureaus is proposed in FY 1996. This program will be funded by devoting approximately \$5,000,000 per year from funds in the Preparedness activity. The IFCC will annually review facilities needed and agree upon the

highest priority projects for inclusion in each year's budget. These projects will be identified by bureau, location, type of facility, and need in the budget submissions. A listing of the proposed projects for FY 1996 is found on the following tables.

The Department will assure that FTEs justified in the fire budget are used in the fire program. The 100 add-on seasonal firefighter FTE will be separately tracked.

Table 4. Fire Facility Construction and Rehabilitation

Bureau Priority	State	Project Name	Cost (\$000)
BUREAU OF LAND MANAGEMENT			
1	ID	Interagency Dispatch Center Rehabilitation (Boise District)	225
2	UT	Interagency Dispatch Center - BLM share (Vernal District)	200
3	OR	Jordan Valley Fire Facilities Replacement (Vale District)	270
4	AZ	Pakoon Air Strip Phase 1 Construction (Arizona Strip District)	150
5	AK	Alaska Fire Service Building Rehabilitation (Ft. Wainwright)	700
6	CA	Apple Valley Fire Station Phase 1 Construction (California Desert District)	300
7	OR	Maupin fire Facilities Replacement (Prineville District)	270
8	ID	Interagency Dispatch Center Rehabilitation (Shoshone district)	179
9	ID	Facilities Renovation (Idaho Falls District)	20
10	NV	Pony Springs Fire Station Construction (Ely District)	425
BUREAU TOTAL			2770
FISH AND WILDLIFE SERVICE			
1	FL	Merritt Island NWR Facility Extension	100
2	MT	Charles M. Russell NWR Living Quarters and Fire Caches	338
3	WA	Columbia NWR Equipment Storage and Housing	180
BUREAU TOTAL			618
NATIONAL PARK SERVICE			
1	FL	Big Cypress National Preserve Pine Oaks Fire Station Rehabilitation	81
2	CA	Yosemite National Park Crane Flat Air Operations Facility	108
3	NM	El Malpais National Monument Fire Engine Garage/Cache	25
4	CO	Mesa Verde National Park Chapin Mesa Fire Office and Cache	40
5	TX	Big Thicket National Preserve Fire Engine Garage	105
6	NM	Bandelier National Monument Fire Engine Garage	43
7	MO	Ozark National Scenic Riverways Alley Springs Fire Cache	26
8	SC	Conagree Swamp National Monument Fire Management Facility	40
9	CA	Lava Beds National Monument Fire Engine / Water Tender Garage	92
10	CA	Sequoia and Kings Canyon National Park Fire Station Renovation	19
11	NY	Fire Island National Seashore Fire Cache	27
BUREAU TOTAL			606

Table 1 (cont.) Fire Facility Construction and Rehabilitation

Bureau Priority	State	Project Name	Cost (\$000)
BUREAU OF INDIAN AFFAIRS			
1	MN	Minneapolis Interagency Fire Center - BIA Share	100
2	MT	Crow Agency Fire Warehouse Construction	159
3	NM	North Pueblos Fire Cache Construction	122
4	NM	Mescalero Lookout Tower Maintenance / Facilities Maintenance	165
5	CA	Hoop Valley Tribe Fuel Tank Removal and Building Access Renovation	238
6	Various	Various Construction and Renovation Projects	247
BUREAU TOTAL			1031
DEPARTMENT TOTAL			5025

Activity Summary
Appropriation: Fire Protection
Bureau: Bureau of Land Management

Table 5 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management \$	8,139	8,053	-18	0	8,035	-18
FTE	168	78	0	0	78	0
Preparedness \$	56,193	54,904	+13	0	54,917	+13
FTE	810	972	0	0	972	0
Total Dollars	64,332	62,957	-5	0	62,952	-5
Total FTE	978	1,050	0	0	1,050	0

Justification of Program and Performance

Bureau: Bureau of Land Management

Activity: Fire Use and Management

Table 6. Activity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Total Dollars	8,139	-18	0	8,035	-18
FTE	168	+ 78	0	78	0

♦ 1996 Program ♦

The priority BLM Fire Use and Management accomplishments planned for 1996 are as follows:

- plan and execute a wildland fuel modification program consistent with land use and resource management plan objectives. The program includes both fuel reduction and fuel modification. Hazard fuels will be managed through the use of prescribed fire and other fuel treatment methods. Green stripping maintains rangeland biodiversity by reducing the size of fires in areas subject to invasion by flammable exotic plants and limiting further encroachment of these undesired species into area now dominated by native grass/shrub associations.

- continue to participate in the Departmental fire research effort that was established in 1992. This research will significantly increase our knowledge of fire effects, fuels management, and seasonal fire potential severity, enabling BLM to optimize fire management strategies as they relate to resource management.

♦ Program Management ♦

This activity provides program management funding for BLM personnel, in the 12 State Offices, 59 District Offices as well as the National Office, who are responsible for providing managerial leadership, program oversight, planning, and execution for the non-preparedness components of the BLM fire program. This includes professional and techni-

cal involvement in the prescribed fire, fire effects, fire behavior, resource management planning, fire ecology, smoke management, and greenstripping activities of the Bureau.

♦ Fuels Management ♦

Prescribed fires are utilized to reduce hazardous fuel accumulations in critical fire potential areas and to enhance land management objectives through vegetative manipulation. BLM conducts an average of 600 prescribed fires per year resulting in more than 59,000 treated acres. The fire management contribution to the planning and execution of these projects is funded from this activity.

♦ Fire Research ♦

In 1996, funding for all DOI fire research projects continue to be consolidated in the BLM portion of the Wildland Fire Management account, under Fire Use and Management, for ease of administration. The funding directed toward research totals \$13,20,000 for 1995. Research funding was consolidated in BLM to improve the management of research project funding to reflect the dynamic nature of the program. All research projects are evaluated and directed by the Department of the Interior Fire Coordination Committee(IFCC). Lead bureaus are identified for each project. Financial administration is centralized in the BLM.

Justification of Program and Performance**Bureau: Bureau of Land Management**
Activity: Preparedness

Table 7. Activity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	54,904	+13	0	54,917	+13
FTE	972	0	0	972	0

◆ 1996 Program ◆

The priority BLM preparedness accomplishments planned for 1996 are as follows:

- update and revise the BLM's Fire Management Activity Planning and adjust internal funding allocations and to utilize the Most Efficient Level (MEL) for all aspects of the BLM program receiving fire funding;
- design, improve and conduct fire training programs to have a fully qualified, highly trained force of fire personnel ready and able to execute the BLM wildland fire suppression responsibilities;
- operate and maintain the Department of the Interior's share of the National Interagency Fire Center (NIFC) program for fire preparedness, logistical support, training and communications;
- operate and staff the Alaska Fire Service (AFS) to provide wildland fire protection services to all Department of the Interior and associated Native Corporation lands in Alaska; and
- maintain fire prevention activities with special emphasis in the wildland/urban interface zone and on fire trespass;

Preparedness is an integral part of the overall BLM mission to manage, protect and enhance the natural resources of the Public Lands in order to

preserve multiple-use capabilities to meet the Nation's resource requirements.

An essential part of BLM's mission is to provide wildfire protection for property and natural resources from the destructive effects of wildfire on 443 million acres of lands, including both Public Lands managed by BLM and on other lands through cooperative agreement or mutual exchange. BLM carries out its wildland fire management responsibilities on the Public Lands and on some lands of other Federal and State agencies by providing direct suppression; by arranging cooperative protection exchanges with other Federal and some State agencies; and by entering into contracts with State and Federal agencies for protection of approximately six million acres of Public Lands and the 2.4 million acres of Oregon and California Grant Lands, Coos Bay Wagon Road Lands and intermingled Public Lands in Western Oregon.

This activity includes the functions necessary for the BLM to take preparatory actions to have fire fighting forces and equipment available, trained, positioned, and ready to fight the 10-year average of 3,100 wildfires burning about 1,700,000 acres. The forces are positioned and allocated as provided in BLM's national, state, and district fire management plans.

Included in the budget request level are the costs of the following preparedness requirements: hiring, training, equipping and paying the basic

40-hour work week salaries and benefits for approximately 2,120 fire suppression and support personnel (permanent, career seasonal, and temporary) during the fire season; inspecting and servicing 400 fire trucks; making available, through contracts, a minimum of 31 helicopters, seven multi-engine retardant aircraft, and 21 multi-purpose aircraft; inventory and stocking of fire supply caches; activating 150 seasonal initial attack fire stations and transporting seasonal fire personnel to their duty stations; activating weather stations and automatic lightning detection facilities and lookouts; operating several firefighting dispatches, coordination and logistic support facilities; and providing communications equipment, networks and facilities. These activities take place during the designated activation periods of the fire season. To meet all aircraft support requirements of this mission, the BLM utilizes the Office of Aircraft Services for contract and rental agreements. The BLM also operates a fleet of government owned aircraft for specialized fire suppression requirements (air attack, lead planes, smokejumpsers).

A BLM National Fire Plan was completed in 1991 that included a cost analysis to determine the most cost-effective preparedness levels for the average fire year. This analysis considered the relationship of the total costs of preparedness, suppression, and fire damages to achieve the optimal level of preparedness funding needed to minimize suppression costs and resource damages. This is defined as the Most Efficient Level (MEL) for fire protection. Fire plans will be revised and updated during 1996.

◆National Interagency Fire Center◆

BLM maintains and operates the National Interagency Fire Center (NIFC), a large, interagency fire support center at Boise, Idaho, in cooperation with the Forest Service, National Weather Service, and other Interior bureaus. NIFC provides logistic support by mobilizing and coordinating movement of fire suppression resources when local capability is exceeded and when the local agencies request assistance. In addition to its logistical coordination role, NIFC also manages the na-

tional fire cache for supplies, equipment and radios; a technical support group for communications; remote sensing programs; a smoke-jumper unit; and the national fire training development center. The total core DOI cost of NIFC operations is included in the BLM portion of the Wildland Fire Management appropriation. Participating agencies from outside the Interior Department continue to reimburse BLM for their shares of NIFC base operations costs.

◆Alaska Fire Service◆

The Alaska Fire Service (AFS), located at Fairbanks, Alaska, is responsible for providing wildland fire suppression services to all Department of the Interior and associated Alaska Native Corporation lands in Alaska. The area protected includes approximately 266 million acres. The total cost of AFS basic operations is included in the BLM portion of the Wildland Fire Management appropriation.

Activity Summary
Appropriation: Fire Protection
Bureau: Fish & Wildlife Service

Table Table 8. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management	\$ 1,082	1,067	-2	0	1,065	-2
FTE	---	0	0	0	0	0
Preparedness	\$ 12,538	12,261	+7	0	12,268	+7
FTE	---	0	0	0	0	0
Total Dollars	13,620	13,328	-5	0	13,333	+5
Total FTE	---	0	0	0	0	0

Justification of Program and Performance
Bureau: Fish and Wildlife Service
Activity: Fire Use and Management

Table 9. Activity Summary

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	1,067	-2	0	1,065	-2
FTE	0	0	0	0	0

◆◆1996 Program◆◆

Fire is a critical ecosystem process in both the wetland and upland areas in NWRS. Burning for hazard reduction purposes or for resource purposes usually require different prescriptions but the results can benefit both purposes. In 1993 the Service conducted 826 prescribed fires, totaling 219,000 acres, in 1994 819 prescribed fires for 174,800 acres - more than any other bureau. Generally, the burns are not complex from an operational aspect but certain elements such as smoke impacts and urban interface cause the complexity to increase.

Fire use funding supports planning and implementing hazard reduction prescribed fire, including costs for personnel assigned specifically to the project, monitoring fire effects, evaluating the results of the hazard fuel reduction projects, training, and procurement of capital equipment which is approved in the fire management plan and provides direct support to the fire program.

Justification of Program and Performance**Bureau: Fish and Wildlife Service
Activity: Preparedness**

Table 10. Activity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	12,261	+7	0	12,268	+7
FTE	219	0	0	0	0

◆ 1996 Program ◆

The Fish and Wildlife Service (FWS) preparedness activity includes activities related to general oversight responsibilities for an integrated fire program including readiness for the normal fire season. The majority of activities occur on the 504 refuges which comprise the largest share of the 92 million acre National Wildlife Refuge System (NWRS) (1995 to date). Since 1985, 2.3 million acres have been added to the NWRS in the lower 48 states and Hawaii with anticipated growth estimated to be an additional one-half million acres by 1995. Land acquisitions coupled with declining budgets and inflation is causing a major strain on the fire program's ability to protect the resource and to provide needed support to meet ecosystem management workloads.

Preparedness funding supports permanent, career seasonal and temporary personnel who have direct involvement in the fire program and are not involved with general non-fire activities. Activities include overall fire-related management and planning, and operational actions required at the field, regional and Washington office levels. Funding supports fair share contributions for procurement, administrative needs, or covering interagency agreements, training, arduous duty physical examinations, purchase of approved capital equipment providing direct support to the fire program, aircraft contracts, limited renovation and maintenance cost for dedicated fire facilities (buildings)

and other activities which provide direct support to the fire program.

◆ Program Management and Readiness ◆

Program management and Readiness under the Preparedness activity provides the basis for operation and management of the fire programs on refuges and hatcheries within the Service. Several key projects which are continuing include:

- Implementation of improvements to the fire planning process for development of the refuge fire management plans; these are key to being prepared to react to fire incidents and supplying resource management needs to refuges; and
- adaptation/development and implementation of FIREPRO the budgetary analysis which supports fire planning;

The planning process has been updated to include the recommendations from the Interagency Fire Policy Review Team (1990), and FIREPRO is being adapted to provide the budgetary analysis to identify the initial attack preparedness levels, the prescribed burn workload, and training and staffing required at the refuge level. This analysis will identify the most efficient level of staffing and funding required to meet the fire use and fire preparedness workloads.

An area of emphasis will relate to action items that come from the fire reviews from the 1994 fire

season. Several items relating to training and safety will evolve and require implementation by 1996.

Activity Summary**Appropriation: Fire Protection
Bureau: National Park Service**

Table Table 11. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management	\$ 2,673	2,655	-6	0	2,649	-6
FTE	85	90		-2	88	-2
Preparedness	\$ 11,729	11,617	+ 8	0	11,625	+ 8
FTE	247	258	0	-2	256	-2
Total Dollars	14,402	14,272	+ 2	0	14,274	+ 2
Total FTE	332	348	0	-4	344	-4

Justification of Program and Performance**Bureau: National Park Service****Activity: Fire Use and Management****Table 12. Activity Summary**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	2,655	-6	0	2,649	-6
FTE	90	0	-2	88	-2

◆ 1996 Program ◆

Aggressive management-ignited prescribed fire and prescribed natural fire programs have been essential elements of many park fire management programs for up to 25 years. These programs support natural resource management goals by restoring and maintaining the natural influence of fire in ecosystems, cultural resource management goals by restoring and maintaining historic scenes, and park protection goals by reducing hazardous fuel accumulations that threaten natural and cultural resources and public safety.

Fire Use and Management is divided into two program elements: Program Management and Fuels Management

◆ Program Management and Support ◆

Within this element, 10 permanent positions are funded in six parks and two regional offices. These positions provide managerial program oversight, related support functions, and coordination with interagency fire management activities. The safe and proper application of prescribed fire requires specialized knowledge of fire behavior, fire effects and fire ecology. In many parks, the NPS relies on interdisciplinary fire-dedicated personnel to oversee both wildland fire and prescribed fire, but parks with large, complex prescribed fire programs require prescribed fire specialists.

◆ Prescribed Natural Fire Management ◆

Prescribed natural fires are lightning-ignited fires that are allowed to burn within certain zones under prescribed burning conditions. These fires maintain the natural influence of fire in ecosystems that are adapted to and dependent upon recurring fire to sustain plant and animal habitats. The NPS manages 153 prescribed natural fires burning 53,000 acres in a normal year (third highest occurrence in a 10-year period). Program management policy requires daily on-site monitoring of most of these fires in order to provide adequate information for line manager decisions on whether to allow the fires to continue burning. This monitoring is also essential for compliance with interagency preparedness plans that are used to determine whether new or existing prescribed natural fires can be allowed to continue based on the availability of standby suppression resources. The NPS employs 44 temporary personnel in 12 parks as prescribed natural fire monitors.

Fire Effects Monitoring

This element also includes long-term monitoring of the effects of management-ignited prescribed fires on vegetative communities in order to assess whether burns are achieving program goals and objectives for fuels and ecosystem management. This monitoring must be carried out over several years in order to accurately assess long-term vegetative change. At present, 14 parks within Western Region, one park in the Southwest Region, and one park in the Rocky Mountain Region are participating

participating in this program. The NPS employs 15 temporary personnel in fire effects monitoring.

This element also includes essential training for prescribed natural fire monitoring and fire effects monitoring, and the purchase of capitalized equipment necessary for successful program implementation.

♦Fuels Management♦

Management-ignited prescribed fires (MIPF) are used to restore and maintain natural ecosystems, to protect cultural resources, maintain historic scenes, and to reduce hazardous fuels that could, if ignited under unfavorable conditions, produce catastrophic wildfires with great loss of life and property. The NPS funds approximately 128 management-ignited prescribed fires in 59 parks each year. These projects treat an average of 41,900 acres annually.

Hazardous fuels are those fuels whose proximity places structures, developments, visitors use areas and other values at unacceptable risk from wildfire. Often, unnaturally large accumulations of fuels exist due to past fire suppression activities or storm damage. In order to reduce these fuels with prescribed fire, the NPS employs about 60 temporary personnel each year.

This element includes the purchase of capitalized equipment and training necessary to successfully implement the program.

Justification of Program and Performance**Bureau: National Park Service
Activity: Preparedness**

Table 13. Activity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	11,617	+ 8	0	11,625	+ 8
FTE	258	0	-2	256	-2

◆ 1996 Program ◆

Fire management in the national parks, monuments, preserves and historical sites require a professional focus unique to the National Park Service (NPS). The public, and many special interest organizations, maintain high expectations for the NPS as caretaker of unique ecosystems such as the Everglades, special natural objects such as giant sequoia groves, and the nation's premier historic structures and archeological sites. That expectation includes the demand for national parks to be the showcase for America's ability to correctly suppress wildfires in these natural ecological areas and historic sites.

Preparedness provides the fundamental base structure for NPS prevention, preparedness and wildfire suppression activities. It provides for general program oversight and for the procurement, supervision, and deployment of wildfire suppression personnel and equipment according to the baseline needs of each park. This oversight and support are integral to the protection of natural and cultural resources, the visiting public, and the developed infrastructure in the parks from wildfire.

The organization of the NPS is extremely decentralized. The NPS encompasses 80 million acres in 10 regions and oversees 368 field units, of which 230 are in wildfire prone areas. A Washington Office staff and operational support staff at the National Interagency Fire Center (NIFC) at Boise, Idaho are the focal points for Service wide preparedness.

The Preparedness Activity is divided into two program elements: Program Management and Readiness.

◆ Program Management ◆

Within this activity, 138 permanent fire-dedicated positions are funded in 37 parks, 10 Regional Offices, the Washington Office and NIFC. These positions provide managerial program oversight, related support functions, and coordination of interagency fire management activities. Qualified and experienced personnel are mandatory for the successful application of fire management. Where possible, the NPS interfaces fire activities with other operational functions to maximize personnel efficiency and program cost-effectiveness, but complex park and regional programs, often involving a combination of wildfire suppression, management-ignited prescribed fire and prescribed natural fire, must maintain fire-dedicated staff rather than assign fire responsibilities as a collateral duty.

◆ National Oversight ◆

National oversight activities include operational support for FIREPRO, the fire management planning and budget allocation system utilized by the NPS. FIREPRO utilizes custom software on a minicomputer to determine park and regional program needs for initial attack preparedness, prescribed fire monitoring, permanent staffing, hazard fuels reduction, training and equipment. Field offices enter information about fire occurrence, weather, fuel models, hazard fuels reduction projects and values at risk. Based on area-specific data on pro-

gram workload, program complexity, and normal-year fire severity, the FIREPRO analysis determines appropriate staffing and funding levels for all parks and Regional Offices. This activity supports continued maintenance of existing custom software along with refinements and improvements to the system.

The Branch of Fire and Aviation Management also carries out field audits and program reviews for all FIREPRO parks on a predetermined schedule. These audits maintain program integrity and provide information on how well FIREPRO meets program needs.

The national office also provides interagency program coordination in Washington and at the NIFC. It maintains a centralized computer database to track fire overhead job qualifications for 5,000 personnel and to compile daily fire situation reports distributed to interagency coordination centers and to all levels of administration.

Funding is provided for a contracted computer systems support staff, and data communications links with 241 parks, 10 regional offices and other minicomputer and mainframe computer systems. The national office also funds the costs for all parks to link into the Weather Information Management System, through which they archive fire weather data. This service includes the cost of satellite downlink for all Remote Automated Weather Stations.

National oversight also includes development of new training courses and fair share costs of interagency activities and the activities of the National Wildfire Coordinating Group, the Interior Fire Coordinating Committee and interagency wildfire prevention activities.

♦Regional Oversight♦

Regional oversight includes cost of direct oversight and support for park fire programs by Regional Fire Management Officers. Regional personnel conduct FIREPRO audits and program management reviews on a regular schedule. They also provide the majority of support for interagency fair share activities for wildfire suppression, including retardant bases,

smokejumper bases, helicopter and other aircraft contracts, lookout towers and Interagency Area Coordination Centers.

♦Readiness♦

Readiness includes funding for all actions taken to prepare for the normal-year fire season (defined as the third highest fire occurrence level in a 10-year period of record). The length of the fire season varies from park to park, but is defined as the sum of 10-day periods in which at least 7 wildfires have occurred during the 10-year period of record.

Readiness involves hiring and training about 290 fire fighters required to suppress the normal-year wildfire load of 863 fires burning 179,000 acres. The NPS sends about 1,000 students to fire training courses each year. Readiness also involves inspecting and servicing 134 fire engines and numerous water trucks, pumps, chain saws, foam units, hand tools and other standard equipment and fire cache supplies in 230 parks and 10 regions, providing arduous duty physicals for 2,200 fire personnel, maintaining NPS-owned fire vehicles, rental and mileage for additional vehicles during the fire season, and activating fire lookout towers and weather stations. The NPS also contracts for 10 helicopters to provide aircraft support for initial attack operations.

Readiness for initial attack on wildfires is instrumental in preventing disaster wildfires and reducing total program costs. Fires successfully controlled during the first burning period often cost less than \$10,000 to suppress. The cost of suppressing larger fires can easily escalate into millions of dollars. The availability of trained, experienced and properly equipped initial attack forces on a site during the first few minutes after wildfire discovery often determines whether wildfires become large and cause great resource damage or whether they remain small.

NPS fire management responsibilities require dedicated fire suppression personnel to assure that immediate availability for suppression actions is not compromised by other NPS obligations. Likewise, during wildfire actions, the NPS cannot always use

personnel from other functions for fire assignments without temporarily eliminating or curtailing those functions and visitor access.

Readiness includes the cyclical replacement and new purchase of major capitalized fire equipment, such as fire engines, slip-on pumpers, weather stations, and portable pumps. These purchases are necessary to maintain the current 94 percent success rate for NPS initial as well as extended attack response for the 6 percent of wildfires that escape initial attack. Much of this equipment is very specialized or custom designed, and must be of superior quality to assure dependability under adverse conditions.

Activity Summary**Appropriation: Fire Protection
Bureau: Bureau of Indian Affairs**

Table Table 14. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management	\$ 300	294	-1	0	293	-1
FTE		5	0	+ 1	6	1
Preparedness	\$ 24,315	23,726	+12	0	23,738	+ 12
FTE		502	0	8	510	8
Total Dollars	24,615	24,020	+ 11	0	24,031	11
Total FTE		507	0	9	516	9

◆Bureau Program Overview◆

The Fire Protection program of the Bureau of Indian Affairs (BIA) involves Fire Preparedness and Fire Use & Management activities as described below and provides services for approximately 60 million acres of Native American trust lands and associated non-trust lands.

For 1996, the Bureau intends to continue its tradition of aggressive fire suppression on lands held in trust for the Indian people and to carry out these responsibilities cooperatively with other federal and state fire agencies to achieve the most cost effective use of available public funds. The Bureau is in the final stages of identifying its Most Efficient Level (MEL) of fire funding through the National Fire Management Analysis System (NFMAS) which will allow it to join the U.S. Forest Service and the Bureau of Land Management in a common approach to program needs identification. The results of this effort are incorporated in the 1996 request to the Department. The Bureau will continue to update and

refine this initial analysis every two to three years to reflect changing conditions and ongoing reorganization.

During 1996, the Bureau will review the results of the Departmental strategic planning effort for the fire programs and incorporate the goals and objectives developed in that process into its own strategic plan for fire management to produce an action plan for future management and growth in the Bureau's Wildland Fire Management program.

◆Preparedness◆

All activities related to general fire program oversight and to the procurement, supervision, and deployment of wildfire suppression personnel and equipment. Includes salaries, benefits and support costs for all permanent and temporary personnel at the national, regional and field levels primarily involved in preparedness planning and operations as provided for by bureau regulations or policy.

♦Fire Use & Management♦

Activities related to the application of fire as a land and resource management tool. Includes salaries, benefits and support costs for permanent and temporary personnel at the national, regional and field levels who are primarily involved in prescribed fire and fuels management and fire-funded non-biological research as provided for by bureau regulations or policy. Includes planning, preparation, execution and evaluation costs for hazard fuels reduction projects and ecosystem maintenance burning projects.

Justification of Program and Performance

Bureau: Bureau of Indian Affairs

Activity: Fire Use and Management

Table 15. Activity Summary

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	294	-1	0	293	-1
FTE	5	0	+ 1	6	+ 1

◆ 1996 Program ◆

The Bureau has long been a technical leader in the application of fire to meet resource management objectives. The Fire Management program continues to focus on hazard fuels as a cost-effective tool in controlling overall protection costs. Fuel levels which create hazards to resources, structures, facilities, or adjacent lands are reduced in accordance with fire management plans using prescribed fires, mechanical, or other means. The Bureau wishes to continue its active use of fire as a management tool during FY 1996 subject to tribal approval and availability of adequate funding. During 1993, the Bureau recorded 130 prescribed fires which treated approximately 14,300 acres.

The Fire Use & Management activity is broken down into the following program elements:

◆ Program Management ◆

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel with general oversight responsibilities for prescribed fire and fuels management, or specific responsibilities for long-term fire effects monitoring not tied to specific projects.

Includes salaries and benefits for permanent and temporary personnel employed to manage prescribed natural fires by monitoring, performing holding actions and preparing documentation. Also includes basic support costs for monitoring and

management personnel, such as vehicle rental, supplies and equipment. This does not include the operational costs of managing each prescribed natural fire event.

Support costs include travel; relocation expenses; fair share contributions for activities such as overall program planning and direction; utilities; information resources management; supplies; administrative support for personnel, procurement, budget preparation and execution; communications and vehicle availability. Also, includes program management-related capital equipment purchases and training.

◆ Fuels Management ◆

Includes all costs associated with planning and implementing hazardous fuel reduction projects through the use of management-ignited prescribed fire, mechanical, or other approved methods. These costs include salaries and benefits for permanent and temporary personnel employed specifically for the projects, overtime pay, equipment rental or purchase, supplies, aircraft flight hour charges and contracts. Includes salaries, benefits and support costs for monitoring fire effects and evaluating the results of the hazard fuel reduction projects. Also includes fuels management related capital equipment purchases and training. Fuels management projects necessitated by actions of other land management activities such as timber harvesting will be funded by the activity generating the fuels problem.

Includes costs associated with implementing management-ignited prescribed fire projects whose purpose is to maintain the natural influence of fire on ecosystems. These costs include salaries and benefits for personnel employed specifically for the projects, overtime pay, equipment rental or purchase, supplies, aircraft flight hour charges and contracts. Includes personnel costs for project planning oversight not included in general program administration. Includes salaries, benefits and support costs for monitoring fire effects and evaluating the results of ecosystem maintenance burning.

Justification of Program and Performance**Bureau: Bureau of Indian Affairs****Activity: Preparedness**

Table 16. Activity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	23,726	+ 12	0	23,738	+ 12
FTE	502	0	+ 8	510	+ 8

◆1996 Program◆

The BIA employs between 1,000 and 1,500 less-than-full-time employees annually to provide for the day-to-day levels of readiness needed to protect Indian lands from wildfire. In addition, the bureau trains and manages approximately 200 Native American firefighting crews employed throughout the country by other firefighting agencies. Each crew includes 20 people. Employment on these crews provides a significant source of income for Indian people and the program is considered very important by tribal governments.

Many smaller field sites receive their fire protection through contractual arrangements with cooperating local, state and federal agencies as a more cost effective approach toward meeting the BIA's trust responsibilities for Indian land. Fifteen agencies are completely protected under this arrangement, and numerous others receive partial protection through contracts. Cooperative agreements and contracts with nineteen different tribes for part or all of the fire protection of their own lands are also funded under this category.

The bureau provides wildland fire protection for a total of 59.6 million acres of trust lands. Of that total, 6.4 million acres are classified as commercial forest, 8.3 million acres as woodlands, and 44.9 million acres as non-forest lands.

The Preparedness activity is broken down into the following program elements:

◆Program Management◆

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel with general oversight responsibilities for an integrated fire program, or specific responsibilities for programs limited to fire suppression activities. Support costs include travel, relocation expenses, fair share contributions for activities such as overall program planning and direction, utilities, information resources management, supplies, administrative support for personnel, procurement, budget preparation and execution, communications and vehicle availability.

Other program management activities include bureau-specific studies and investigations, operational research, equipment and technology development and transfer; interagency-funded initiatives supported by interagency agreements, such as NIFC, NWCG, IFCC, AFS, Area Coordination Centers, local interagency dispatch centers, aircraft contracts and bases, and smokejumper bases; fire preparedness-related capital equipment and training.

◆Readiness◆

Includes salaries, benefits and support costs for permanent, WAE, seasonal and temporary personnel at all levels involved in preparedness operations targeted for normal-year fire seasons. Includes fire fighters employed during normal-year fire seasons along with their immediate supervisors if those

supervisors are not involved with general administrative activities. Support costs include travel, utilities, supplies, communications, vehicle availability, aircraft availability guarantees, arduous duty physical examinations for all personnel available for firefighting, and personal protective equipment.

Includes readiness-related capital equipment purchases and training. Also includes minor renovation and maintenance of fire-program dedicated facilities, limited to not more than \$10,000 per structure.

Activity Summary**Appropriation: Fire Protection
Bureau: Office of the Secretary**

Table Table 17. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use and Management	174	174	0	0	171	0
\$						
FTE					2	0
Preparedness	0	0	+ 2	0	2	+ 2
\$						
FTE			0	0		
Total Dollars	174	171	+ 2	0	173	+ 2
Total FTE					2	0

Justification of Program and Performance**Bureau: Office of the Secretary****Activities: Fire Use and Management and Preparedness**

Table 18. Activity Summary

	1995 Enacted To Date \$(000)	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Fire Use & Management	171	0	0	171	0
<i>FTE</i>	2			2	0
Preparedness	0	+ 2	0	2	+ 2
<i>FTE</i>	0	0	0	0	0
Total \$	171	+ 2	0	173	+ 2
Total FTE	2	0	0	2	0

◆ 1996 Program ◆

The 1996 program for the Office of the Secretary provides funding for overall program coordination and direction for fire management programs, including long range planning, budget strategy, oversight and evaluation, liaison within and outside of the department, and representation of fire management programs to Departmental and outside officials and organizations. This function is accomplished through the Office of Hazard and Fire Programs Coordination.

Summary of Requirements by Object Class

Appropriation: Fire Protection

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
Direct Obligations								
11.1 Full-time permanent		49,741		995		--		50,736
11.3 Other than full-time permanent		13,549		271		--		13,820
11.5 Other personnel compensation		2,817		56		--		2,873
11.8 Special personal svcs payments		482		9		--		491
11.9 Total personnel compensation	1,050	66,589	0	1,331	0	0	1,050	67,920
FTE represents BLM's allocation only.								
12.1 Civilian personnel benefits		14,032		280		--		14,312
13.0 Benefits for former personnel		300		--		--		300
21.0 Travel & transportation of persons		2,000		(500)		--		1,500
22.0 Transportation of things		2,500		(425)		--		2,075
23.1 Rental payments to GSA		150		--		--		150
23.2 Rental payments to others		250		--		--		250
23.3 Communications, utilities, & misc		1,000		--		--		1,000
24.0 Printing and reproduction		100		--		--		100
25.2 Other services		19,275		75		--		19,350
26.0 Supplies and Materials		1,500		--		--		1,500
31.0 Equipment		5,000		(500)		--		4,500
32.0 Lands and structures		1,000		(250)		--		750
41.0 Grants, subsidies, & contributions		1,000		--		--		1,000
42.0 Insurance claims and indemnities		52		4		--		56
99.9 Total Direct obligations	1,050	114,748	0	15	0	0	1,050	114,763
Reimbursable Obligations								
11.1 Full-time permanent		636		10		--		646
11.3 Other than full-time permanent		68		1		--		69
11.5 Other personnel compensation		94		2		--		96
11.8 Special personal svcs payments		88		2		--		90
11.9 Total personnel compensation	36	886	0	15	0	0	36	901
12.1 Civilian personnel benefits		208		4		--		212
21.0 Travel & transportation of persons		248		2		--		250
22.0 Transportation of things		198		2		--		200
23.3 Communications, utilities, & misc		125		--		--		125
24.0 Printing and reproduction		25		2		--		27
25.2 Other services		228		7		--		235
26.0 Supplies and Materials		2,365		(5)		--		2,360
31.0 Equipment		556		(16)		--		540
32.0 Lands and structures		126		(6)		--		120
41.0 Grants, subsidies, & contributions		18		--		--		18
42.0 Insurance claims and indemnities		17		(5)		--		12
99.9 Total, Reimbursable obligations	36	5,000	0	0	0	0	36	5,000

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Program and Financing (in thousands of dollars)**

Identification code: 14-1119-0-1-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.02 Preparedness.....	96,997	102,508	102,550
00.03 Fire Use and Management.....	23,149	12,240	12,213
00.91 Total direct program.....	120,146	114,748	114,763
01.01 Reimbursable program.....	4,813	5,000	5,000
10.00 Total obligations.....	124,959	119,748	119,763
Financing:			
17.00 Recovery of prior year obligations.....	(4,873)	0	0
21.40 Unobligated balance available, start of year.....	(16,745)	(18,488)	(18,488)
24.40 Unobligated balance available, end of year.....	18,488	18,488	18,488
25.00 Unobligated balance expiring.....	127		
39.00 Budget authority (gross).....	121,956	119,748	119,763
Budget Authority			
40.00 Appropriation.....	117,143	114,968	114,763
40.78 Percentage reduction pursuant to P.L. 103-332.....	0	(220)	0
43.00 Appropriation, (total).....	117,143	114,748	114,763
68.00 Spending authority from offsetting collections (new).....	4,813	5,000	5,000
Relation of obligations to outlays:			
71.00 Total obligations.....	124,959	119,748	119,763
72.40 Obligated balance, start of year.....	26,562	32,438	24,149
74.40 Obligated balance, end of year.....	(32,438)	(24,149)	(24,152)
78.00 Adjustments in unexpired accounts.....	(4,873)	0	0
87.00 Outlays (gross).....	114,210	128,037	119,760
88.00 Deductions for offsetting collections: Federal funds.....	(4,813)	(5,000)	(5,000)
89.00 Budget authority (net).....	117,143	114,748	114,763
90.00 Outlays (Net).....	109,398	123,037	114,760

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code: 14-1119-0-1-302	1994 actual	1995 enacted	1996 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	45,240	49,741	50,736
11.3 Other than full-time permanent.....	12,323	13,549	13,820
11.5 Other personnel compensation.....	2,562	2,817	2,873
11.8 Special personal services payments.....	438	482	491
11.9 Total personnel compensation.....	60,563	66,589	67,920
12.1 Civilian personnel benefits.....	12,762	14,032	14,312
13.0 Benefits for former personnel.....	370	300	300
21.0 Travel and transportation of persons.....	2,812	2,000	1,500
22.0 Transportation of things.....	4,073	2,500	2,075
23.1 Rental payments to GSA.....	181	150	150
23.2 Rental payments to others.....	287	250	250
23.3 Communications, utilities, and miscellaneous charges.....	1,435	1,000	1,000
24.0 Printing and reproduction.....	203	100	100
25.2 Other services.....	25,611	19,275	19,350
26.0 Supplies and materials.....	2,444	1,500	1,500
31.0 Equipment.....	6,442	5,000	4,500
32.0 Land and structures.....	1,113	1,000	750
41.0 Grants, subsidies and contributions.....	1,755	1,000	1,000
42.0 Insurance claims and indemnities.....	95	52	56
99.0 Subtotal, direct obligations.....	120,146	114,748	114,763

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Object Classification (in thousands of dollars)

Identification code: 14-1119-0-1-302	1994 actual	1995 enacted	1996 estimate
Reimbursable obligations:			
Personnel Compensation:			
11.1 Full-time permanent.....	620	636	646
11.3 Other than full-time permanent.....	66	68	69
11.5 Other personnel compensation.....	92	94	96
11.8 Special personal services payments.....	86	88	90
11.9 Total personnel compensation.....	864	886	901
12.1 Civilian personnel benefits.....	203	208	212
21.0 Travel and transportation of persons.....	238	248	250
22.0 Transportation of things.....	178	198	200
23.3 Communications, utilities, and miscellaneous charges.....	112	125	125
24.0 Printing and reproduction.....	16	25	27
25.2 Other services.....	433	228	235
26.0 Supplies and materials.....	2,141	2,365	2,360
31.0 Equipment.....	521	556	540
32.0 Land and structures.....	100	126	120
41.0 Grants, subsidies, and contributions.....	6	18	18
42.0 Insurance claims and indemnities.....	1	17	12
99.0 Subtotal, reimbursable obligations....	4,813	5,000	5,000
99.9 Total obligations.....	124,959	119,748	119,763

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
FIRE PROTECTION
Personnel Summary

Identification code: 14-1119-0-1-302	1994 actual	1995 enacted	1996 estimate
Direct:			
Total compensable workyears:			
Full-time equivalent employment.....	978	1,050	1,050
Full-time equivalent of overtime and holiday hours.....	20	20	20
Reimbursable:			
Total compensable workyears:			
Full-time equivalent employment.....	36	36	36
Full-time equivalent of overtime and holiday hours.....	7	8	8

Appropriation: Emergency Department of the Interior Firefighting Fund

Appropriation Language Sheet

For emergency rehabilitation, [severity presuppression] *presuppression due to emergencies or economic efficiency*, and wildfire operations of the Department of the Interior, [\$121,176,000] *\$131,482,000*, to remain available until expended: *Provided*, That such funds also are available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: *Provide further*, That only amounts for emergency rehabilitation and wildfire operations that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Changes

1. Delete: [severity presuppression] and Insert: *presuppression due to emergencies or economic efficiency*

This language allows the DOI bureaus to establish a Most Efficient Level (MEL) wildland fire preparedness organization in order to minimize the total cost of wildland fire management, by funding some requirements of that organization from this appropriation.

Appropriation Language Citations

For emergency rehabilitation, [severity presuppression] *presuppression due to emergencies or economic efficiency*, and wildfire operations of the Department of the Interior, [\$121,176,000] *\$131,482,000*, to remain available until expended: *Provided*, That such funds also are available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: *Provided further*, That notwithstanding any other provision of law, persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: *Provide further*, That only amounts for emergency rehabilitation and wildfire operations that are in excess of the average of such costs for the previous ten years shall be considered "emergency requirements" pursuant to section 251(b)(2)(D) of the Balanced Budget and Emergency Deficit Control Act of 1985.

The Department of the Interior and Related Agencies Appropriation Act for 1993 (P.L. 103-332) authorized the various provisions for the Emergency Department of the Interior Firefighting Fund.

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an

"Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971 (P.L. 92-203), as amended by the *Alaska National Interest Lands Conservation Act of 1980 (P.L. 96-187)* (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wildland fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
EMERGENCY DOI												
FIREFIGHTING	848	116,674	195	120,945	(195)	0	0	10,537	0	131,482	(195)	10,537
Operations	831	109,886	189	114,101	(189)	0	0	10,537	0	124,638	(189)	10,537
Operations-BLM	831	68,565	189	70,628	(189)	0	0	6,524	0	77,152	(189)	6,524
Operations-NPS		17,127		16,169		0		1,492		17,661	0	1,492
Operations-FWS		4,626		3,975		0		366		4,341	0	366
Operations-BIA		19,568		23,329		0		2,155		25,484	0	2,155
Emergency												
Rehabilitation	17	6,788	6	6,844	(6)	0	0	0	0	6,844	(6)	0
Emer. Rehab-BLM	17	4,788	6	4,788	(6)	0	0	0	0	4,788	(6)	0
Emer. Rehab-NPS		487		491		0		0		491	0	0
Emer. Rehab-FWS		48		100		0		0		100	0	0
Emer. Rehab-BIA		1,465		1,465		0		0		1,465	0	0

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Appropriation Summary**Appropriation: Department of the Interior Emergency Firefighting****1 Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Operations	\$ 109,886	114,101	0	10,537	124,638	10,537
BLM	\$ 68,565	70,628	0	6,524	77,152	6,524
FWS	\$ 4,626	3,975	0	366	4,341	366
NPS	\$ 17,127	16,169	0	1,492	17,661	1,492
BIA	\$ 19,568	23,329	0	2,155	25,484	2,155
Emergency Rehabilitation	\$ 6,788	6,844	0	0	6,844	0
BLM	\$ 4,788	4,788	0	0	4,788	0
FWS	\$ 48	100	0	0	100	0
NPS	\$ 487	491	0	0	491	0
BIA	\$ 1,465	1,465	0	0	1,465	0
Total Dollars	116,674	120,945	0	10,537	131,482	10,537

◆ Authorizations ◆

The National Park Service Organic Act (16 U.S.C. 1) provides basic authority for fire protection and suppression on National Park system lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for mutual aid in fire protection.

The National Wildlife Refuge System Administration Act of 1966 (16 U.S.C. 668dd-668ee) constituted an "Organic Act" for the National Wildlife Refuge System by providing guidelines and directives for administration and management of all areas in the system, including "wildlife refuges, areas for the protection and conservation of fish and wildlife that are threatened with extinction, wildlife ranges, wildlife management areas, and waterfowl production areas."

The Reciprocal Fire Protection Agreement Act of 1955 (42 U.S.C. 1856) provides authority for mutual aid in fire protection and allows for emergency assistance in the vicinity of agency facilities in extinguishing fire when no agreement exists.

The Disaster Relief Act of May 22, 1974 (42 U.S.C. 5121) authorizes Federal agencies to assist State and local governments during emergency or major disaster by direction of the President.

The Alaska Native Claim Settlement Act of 1971 (P.L. 92-203), as amended by the *Alaska National Interest Lands Conservation Act of 1980* (P.L. 96-187) (16 U.S.C. 3101 et. seq.) provides that as long as there are no substantial revenues from those lands, Alaska Native Corporation lands will receive wild-land fire protection services from the United States at no cost.

The National Indian Forest Resources Management Act of 1990 (25 U.S.C. 3101) provides BIA with authority for fire protection and suppression on Indian Trust Lands.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1748) provides for protection of Public Lands and resources from destruction by fire.

Section 102 of the General Provisions of the Annual Appropriations Act for the Department of the Interior and Related Agencies authorizes the Secretary to transfer funds from other Department accounts for the suppression or emergency prevention of forest or range fires on or threatening the Public Lands and for the emergency rehabilitation of burned lands.

◆Appropriation Description◆

This appropriation includes funding for the operational aspects of the Emergency DOI Fire Fighting and burned land rehabilitation programs in the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA). Funds are appropriated to the BLM and are made available by allocation to the other three bureaus.

◆Emergency Contingency◆

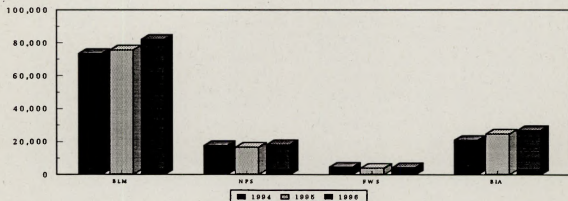
The 1993 Interior Department Appropriations Act included \$51,200,00 as a one-time emergency

contingency to be available only upon exhaustion of funds appropriated for wildfire suppression. These contingency funds will continue to be available in FY 1996 if not used in FY 1994 or FY 1995. This contingency amount covers additional emergency cost should the funds appropriated for wildfire suppression and emergency rehabilitation be inadequate. These funds are available for expenditure only if (1) the Congress appropriates funds for wildfire suppression and emergency rehabilitation based on the adjusted ten-year average of emergency costs, and (2) all funds otherwise available for emergency operations have been obligated. Under the terms of the *Budget Enforcement Act*, use of the emergency contingency fund constitutes an "emergency appropriation," not subject to the *Budget Enforcement Act* caps, if the President so declares it. Use of these funds is subject to the same restrictions and parameters as described for wildfire suppression and emergency rehabilitation. The Emergency Contingency amount is not viewed as budget authority, since it is not available until allocated by the President.

The 1996 President's Budget continues to include §102 in the General Provisions for the Department of the Interior which provides the Secretary of the Interior with authority to make transfers of no-year funds to cover certain specified emergencies, including firefighting and emergency rehabilitation. If the 1996 level based on the 10-year average is not sufficient to cover actual emergency operations costs in 1996, either the authority provided in §102

Emergency DOI Firefighting

(Dollars in 000s)



could be used by the Secretary to make transfers of funds to cover the additional emergency fire-fighting costs or the Secretary could request the President to designate "emergency requirements" to allow use of the \$51,200,000 emergency contingency fund appropriated in 1993.

General program narratives follow in the two Activity descriptions.

*Justification of Program and Performance***Appropriation: Department of the Interior Emergency Firefighting Activity: Operations****Table 2. Appropriation Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	114,101	0	+10,537	124,638	+10,537

→Objectives→

The objectives of this activity are to:

- suppress wildfires occurring on or threatening DOI managed or protected lands in order to protect natural resources to preserve their capability to contribute to the natural resource, social and economic objectives of the Nation;
- give highest priority to preventing a disaster fire situation where wildfire caused damages are of such magnitude that they adversely affect the management objectives or socioeconomic conditions of an area;
- consider wildfires that threaten life, structures, or significant natural resource values, as emergencies whose suppression will be given priority over other Departmental programs; and,
- conduct wildland fire programs in a manner consistent with legal authorities, bureau land use, and management plan objectives.

→1996 Program→

This activity covers all costs of emergency or extraordinary preparedness measures and costs directly tied to suppressing active wildfire incidents. Emergency or extraordinary preparedness includes costs of escalated preparedness as defined in the bureaus' pre-established plans tied to very

high or extreme fire danger or abnormal fire seasons. Costs of suppressing active wildfire incidents include the extraordinary costs (overtime, hazard pay, etc.) of fire line, command, and support per personnel, all wages of direct hire Emergency Fire Fighter (EFF) personnel, costs of fire suppression aircraft flight operations and ramp support, logistical services costs for all employees assigned to the fire incident, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), contracts for goods and services, the directly associated suppression incident administrative support (such as payroll, on-site purchasing, etc.), and the immediate measures to correct damages resulting from actions taken to suppress fires. All charges in this activity must be made to a specific fire incident number for tracking purposes.

→Justification of 1996 Program Changes→**Table 3.. 1996 Program Changes.**

	1996 Budget Request	Program Changes (+/-)
\$(000)	124638	+10537

The 1996 Budget Request is \$124,638,000 and 0 FTE, a program increase of \$10,537,000. The increase will provide a total wildfire suppression level which equals the average annual cost of

level which equals the average annual cost of suppression for the period of the last 10 years, adjusted for inflation.

The FY 1996 request for DOI Wildland Fire Operations appropriation is based on the annual average of emergency fire obligations incurred for the prior 10 years (1985–1994), updated for inflation based on the economic assumptions in the 1995 President's Budget. Under the terms of the 1994 Interior Appropriations Act language and Administration policy, amounts needed in excess of this request are deemed to be "emergency requirements" and would not be subject to the caps in the Budget Enforcement Act.

The Department proposes to use the Most Efficient Level (MEL) as the underlying principle in budgeting for and managing the Department's firefighting programs. MEL is the staffing and funding required to provide the most cost effective fire program that will meet established fire suppression standards and land management objectives. This proposal mirrors current Forest Service practices.

The proposal consists of three elements: (1) use of emergency funding to meet a higher percentage of MEL than would be possible using strictly presuppression funding; (2) use of available funds to construct or renovate facilities necessary to accomplish MEL; and (3) FTE management to accomplish MEL.

An MEL based budget will allow the bureaus to establish a level of preparedness and fire use that minimizes total cost. The least cost principle is achieved through planning systems that produce a most efficient level organization or MEL. The MEL organization considers the costs of preparedness, the costs of suppression, and the net value change in resources. MEL recognizes the interrelationships between investments in preparedness and the cost of suppressing actual wildfires.

Without efficiency funding, preliminary analysis indicates fire protection will be funded at about 75% of MEL in the 1996 budget request. For comparative purposes, presuppression activities have been funded at about 80% of MEL level in

recent years, on average for all bureaus. The amount in each bureau varies considerably. The Forest Service currently funds MEL at 100%. Under the proposal, emergency funding would be used to reach a higher percentage of MEL. The Department recommends that caps be established administratively to assure management control.

Justification of Program and Performance**Appropriation: Department of the Interior Emergency Firefighting
Activity: Emergency Fire Rehabilitation****Table 4. Activity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	6,844	0	0	6,844	0

◆Objectives◆

The objectives of this program are to:

- conduct wildland fire programs in a manner consistent with bureau land use and management plan objectives; and
- administer wildfire programs while ensuring compliance with the legal authorities under which the Department operates.

The funding level for emergency rehabilitation is based on historical expenditures. Should additional funds be necessary, shifts will be made from the Wildfire Suppression activity, by use of §102 Authority, or by request for use of emergency contingency funds.

◆1996 Program◆

This program covers the costs incurred to prevent land degradation, resource losses, and other measures necessary to stabilize erodible soils, structures, or other conditions or damage caused by fires or by actions taken to suppress fires. Includes such costs as reseeding to prevent immediate wind or water erosion and to prevent establishment of undesirable vegetative species, fencing of areas to prevent animals or humans from entering sensitive areas, and felling damaged trees posing threats to human safety. Emergency rehabilitation for any one fire shall not exceed three years or two full growing seasons. Costs of restoring burned areas to productivity are to be funded from resource programs in bureau operating accounts. All charges in this activity must be made to an incident or project number.

Activity Summary**Bureau of Land Management Summary:**

Table 5. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Operations	\$ 68,565	70,628	0	+6,524	77,152	+6,524
Emergency Rehabilitation	\$ 4,788	4,788	0	0	4,788	0
Total Dollars	73,353	75,416	0	0	81,940	6,524

Activity Summary
Bureau: Bureau of Land Management
Activity: Operations

Table 6. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	68,565	70,628	0	+6,524	77,152	+6,524

◆ 1996 Program ◆

The Operations program includes the costs of all actions directly associated with the suppression of a specific wildfire incident, except for the cost of normal work week (first 40 hours) pay for permanent, career seasonal, and temporary seasonal firefighter, fire command, and support personnel.

These costs include: flight time for aircraft; housing, feeding, and logistical services for all employees assigned to the fire incident; firefighting equipment, supplies, materials and tools; refurbishing or replacing equipment used, damaged or lost in the fire suppression effort; and the associated costs of logistical support. Extraordinary pay (overtime, hazard pay, etc.) of BLM permanent and temporary firefighters, and fire command and support employees assigned to an active fire incident is also charged to this program. The full cost of pay to BLM non-fire management employees and to all Emergency Fire Fighters (EFFs) hired under direct hire authority assigned to the fire incident are also charged to this activity.

All charges against this activity's funds must be coded to a specific incident number. Costs against the incident number begin when the first report of a fire is received and end when the equipment is returned to a state of readiness.

Actual operations costs have varied significantly with the severity of any given year's fire occurrences. During more severe years, such as those with drought, greater than average wind velocities, or above normal lightning, suppression costs can increase dramatically.

Also included in this activity are funds specifically authorized for augmenting preparedness capabilities to meet abnormal severe fire potentials.

◆ Justification of 1996 Program Changes ◆

Table 7.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	77152	+6524

The 1996 Budget Request is \$77,152,000, a program increase of \$6,524,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of BLM operations for the period of the last 10 years (1985-1994).

Activity Summary**Bureau: Bureau of Land Management****Activity: Emergency Rehabilitation****Table 8. Activity Summary (\$000s)**

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
	4,788	4,788	0	0	4,788	0

↔1996 Program↔

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

Should conditions occurring in 1996 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of §102 authority, or request for use of emergency contingency funds.

Activity Summary**Fish and Wildlife Service Summary:****Table 9. Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Operations	\$ 4,626	3,975	0	366	4,341	366
Emergency Rehabilitation	\$ 48	100	0	0	100	0
Total Dollars	4,674	4,975	0	0	4,441	0

Activity Summary**Bureau: Fish and Wildlife Service****Activity: Operations****Table 10. Activity Summary (\$000s)**

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	4,626	3,975	0	366	4,341	366

◆◆1996 Program◆◆

Funding supports all aspects of suppressing specific wildfires or for emergency presuppression, or severity funding when warranted. Included are costs of firefighting and support personnel, supplies, equipment rental, replacement of lost or damaged capitalized equipment, contracts for goods and services (such as aircraft support), dispatch and logistical support, immediate measures taken to correct damages resulting from the fire suppression effort, and any suppression cost recovery (trespass) actions.

Emergency presuppression and severity requests/actions involve an increase in preparedness which is above normal levels due to unforeseen circumstances such as short term weather patterns or increased human activity due to holidays or special occasions. The severity requests/actions generally involve abnormal long term weather patterns such as drought, which create a sustained higher than normal level of fire danger. Standby time for firefighters, extended tours of duty, prepositioning of personnel and other resources and increased aviation support are also included.

◆◆Justification of 1996 Program Changes◆◆**Table 11. 1996 Program Changes.**

	1996 Budget Request	Program Changes (+/-)
\$(000)	4341	0

The 1996 Budget Request is \$4,341,000, a program increase of \$366,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of FWS operations for the period of the last 10 years (1985-1994).

Activity Summary**Bureau: Fish and Wildlife Service
Activity: Emergency Rehabilitation**

Table 12. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	48	100	0	0	100	0

↔ 1996 Program ↔

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects and includes such costs as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

Should conditions occurring in 1996 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of Section 102 authority, or for use of emergency contingency funds.

Activity Summary**National Park Service Summary:**

Table 13. Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Operations	\$ 17,127	16,169	0	+1,492	17,661	+1,492
Emergency Rehabilitation	\$ 487	491	0	0	491	0
Total Dollars	17,614	16,660	0	1,492	18,152	+1,492

Activity Summary

Bureau: National Park Service

Activity: Operations

Table 14. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	17,127	16,169	0	+1,492	17,661	+1,492

➡1996 Program➡

Operations includes emergency presuppression, wildfire suppression and prescribed natural fire operations activities.

Emergency presuppression and severity activities involve an increase in readiness and contingency planning taken during periods of very high or extreme fire danger. This includes standby pay for firefighters, extended tours of duty, positioning of supplies and resources, and increased reconnaissance flights. Severity is defined as extended periods of elevated fire danger lasting weeks or months. Severity may require hiring firefighters and other resources before the normal season, and/or extending them beyond the end of normal fire season.

Wildfire suppression includes all NPS actions directly associated with suppressing wildfires. These costs include: overtime and premium pay for permanent and seasonal personnel, aircraft operations, support services for personnel assigned to fires, refurbishing or replacement of equipment lost or damaged during suppression efforts, equipment rental, fire documentation, and immediate fire rehabilitation. Costs begin when a fire report is received and continue until equipment and staff is returned to a state of readiness.

Prescribed natural fire operations includes the cost of monitoring and management actions on each prescribed natural fire incident, exclusive of base salaries, benefits and support. Operations involve aerial reconnaissance flights, premium pay, travel, logistical services, extraordinary administrative support, and replacement or routine supplies and equipment. It also includes the cost of mobilizing, staging and transporting crews to hold fires within prescribed maximum perimeters as defined in management plans and monitoring required for daily line office certification that the fires are within prescription. All charges in this element must be made to a unique account number for each prescribed natural fire.

➡Justification of 1996 Program Changes➡

Table 15.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	17661	+1492

he 1996 Budget Request is \$17,661,000, a program increase of \$1,492,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of NPS operations for the period of the last 10 years (1985-1994).

Activity Summary**Bureau: National Park Service
Activity: Emergency Rehabilitation**

Table 16. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	487	491	0	0	491	0

→ 1996 Program ←

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects which must meet resource management objectives. This includes actions such as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees in high use areas.

Should conditions occurring in 1996 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of Section 102 authority, or for use of emergency contingency funds.

Activity Summary**Bureau of Indian Affairs Summary:****Table 17. Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Operations \$	19,568	23,329	0	+2,155	25,484	+2,155
Emergency Rehabilitation \$	1,465	1,465	0	0	1,465	0
Total Dollars	21,033	24,794	0	0	26,949	2,155

Activity Summary**Bureau: Bureau of Indian Affairs****Activity: Operations**

Table 18. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	19,568	23,329	0	+2,155	25,484	+2,155

→ 1996 Program ←

This includes all unpredictable and unprogrammed costs arising from operational wildfire suppression actions; monitoring and holding actions on prescribed natural fires; and extraordinary measures taken to increase preparedness levels for suppression response during burning conditions exceeding planned local response capabilities. Includes the costs of emergency operations to suppress wildfires using confine, contain or control strategies on Federal or other cooperating agency lands. Includes cost of fire line, command, logistical and administrative support personnel directly or indirectly working on a fire incident, all wages of direct hire Emergency Fire Fighter (EFF) personnel, fire suppression aircraft flight operations and base support, logistical services for fire incident operations, fire suppression supplies and equipment (including replacement of lost capital and expendable equipment), backfilling or personnel used in emergency suppression operations, and contracts for goods and services. This also includes immediate measures taken before incident demobilization to correct environmental damage caused by the wildfire suppression operation, such as rehabilitation of firelines and staging areas.

For the period 1989-1993, the average fire occurrence load for BIA protection areas was 3,635 fires per year. These fires burned an average of 117,000 acres. Calendar year 1993 produced

3,749 fires which burned 41,584 acres. The Bureau also initiated about 800 support actions during 1993 to assist in suppressing fires on lands belonging to other Interior agencies and the Forest Service.

→ Justification of 1996 Program Changes ←

Table 19. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	25,484	+2,155

The 1996 Budget Request is \$25,484,000, a program increase of \$2,155,000. The increase will provide a total wildfire suppression level equal to that of the annual average cost of BIA operations for the period of the last 10 years (1985-1994).

Activity Summary
Bureau: Bureau of Indian Affairs
Activity: Emergency Rehabilitation

Table 20. Activity Summary (\$000s)

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,465	1,465	0	0	1,465	0

♦♦ 1996 Program ♦♦

Emergency fire rehabilitation costs are incurred to prevent land degradation, resource losses, off-site impacts, and other dangerous situations due to damage by fire. This activity provides funds for specific emergency rehabilitation projects which must meet resource management objectives. This includes actions such as reseeding burned areas to quickly establish a vegetative cover to reduce wind and water erosion damage or to prevent the establishment of undesirable vegetation which create future high fire potential, construction of temporary water diversion structures to reduce erosion from water runoff, fencing to prevent animals from destroying revegetating areas, and felling of fire-damaged trees which pose threats to human safety, mitigate other immediate human safety threats, and stabilize and prevent erosion or further damage to archeological and cultural resources that have been damaged by wildfire or suppression activities.

Should conditions occurring in 1996 require additional fire rehabilitation funds, shifts will be made from Wildfire Suppression, by use of Section 102 authority, or for use of emergency contingency funds.

Summary of Requirements by Object Class

Appropriation: Emergency DOI Firefighting

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		7,865		--		669		8,534
11.3 Other than full-time permanent		1,592		--		136		1,728
11.5 Other personnel compensation		36,016		--		3,063		39,079
11.8 Special personal svcs payments		10,679		--		908		11,587
11.9 Total personnel compensation	195	56,152	(195)	0	0	4,776	0	60,928
12.1 Civilian personnel benefits		2,517		--		214		2,731
21.0 Travel & transportation of persons		2,612		--		223		2,835
22.0 Transportation of things		2,065		--		176		2,241
23.1 Rental payments to GSA		42		--		4		46
23.2 Rental payments to others		127		--		11		138
23.3 Communications, utilities, & misc		3,513		--		299		3,812
24.0 Printing and reproduction		51		--		4		55
25.2 Other services		31,505		--		2,930		34,435
26.0 Supplies and Materials		21,331		--		1,814		23,145
31.0 Equipment		505		--		43		548
32.0 Lands and structures		52		--		5		57
41.0 Grants, subsidies, & contributions		468		--		37		505
42.0 Insurance claims and indemnities		5		--		1		6
99.9 Total obligations	195	120,945	(195)	0	0	10,537	0	131,482

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DOI FIRE FIGHTING FUND
Program and Financing (in thousands of dollars)

Identification code: 14-1120-0-1-302	1994 actual	1995 enacted	estimate
Program by activities:			
00.02 Operations.....	157,226	114,332	124,638
00.03 Emergency Rehabilitation.....	10,036	6,844	6,844
10.00 Total obligations.....	167,262	121,176	131,482
Financing:			
17.00 Recovery of prior year obligations.....	(1,335)	0	0
21.40 Unobligated balance available, start of year.....	(58,806)	(9,553)	(9,553)
24.40 Unobligated balance available, end of year.....	9,553	9,553	9,553
39.00 Budget authority (gross).....	116,674	121,176	131,482
Budget Authority			
40.00 Appropriation (general fund).....	116,674	121,176	131,482
40.78 Percentage reduction pursuant to to P. L. 103-332.....	0	(231)	0
43.00 Appropriation (total).....	116,674	120,945	131,482
Relation of obligations to outlays:			
71.00 Total obligations.....	167,262	121,176	131,482
72.40 Obligated balance, start of year.....	23,312	50,345	65,741
74.40 Obligated balance, end of year.....	(50,345)	(65,640)	(70,276)
78.00 Adjustments in unexpired accounts.....	(1,335)	0	0
90.00 Outlays.....	138,894	105,881	126,947

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DOI FIRE FIGHTING FUND
Object Classification (in thousands of dollars)

Identification code: 14-1120-0-1-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	10,856	7,865	8,534
11.3 Other than full-time permanent.....	2,198	1,592	1,728
11.5 Other personnel compensation.....	49,714	36,016	39,079
11.8 Special personal services payments.....	14,740	0 10,679	11,587
11.9 Total personnel compensation.....	77,508	56,152	60,928
12.1 Civilian personnel benefits.....	3,474	2,517	2,731
21.0 Travel and transportation of persons.....	3,606	0 2,612	2,835
22.0 Transportation of things.....	2,851	2,065	2,241
23.1 Rental payments to GSA.....	58	42	46
23.2 Rental payments to others.....	175	127	138
23.3 Communications, utilities, and miscellaneous charges.....	4,849	0 3,513	3,812
24.0 Printing and reproduction.....	70	51	55
25.2 Other services.....	43,806	31,736	34,435
26.0 Supplies and materials.....	29,443	21,331	23,145
31.0 Equipment.....	697	505	548
32.0 Land and structures.....	72	52	57
41.0 Grants, subsidies, and contributions.....	646	468	505
42.0 Insurance claims and indemnities.....	7	5	6
99.9 Total obligations.....	167,262	121,176	131,482

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
EMERGENCY DOI FIRE FIGHTING FUND
Personnel Summary

Identification code: 14-1120-0-1-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	848	195	0
Full-time equivalent of overtime and holiday hours.....	557	500	600

Appropriation: Central Hazardous Materials Fund**Appropriation Language Sheet**

For expenses necessary for use by the Department of the Interior and any of its component offices and bureaus for the remedial action, including associated activities of hazardous waste substances, pollutants, or contaminants pursuant to the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. Section 9601 et seq.), [\$13,435,000/ \$14,024,000, to remain available until expended; *Provided*, That notwithstanding 31 U.S.C. 3302, sums recovered from or paid by a party in advance of or as reimbursement for remedial action or response activities conducted by the Department pursuant to sections 107 or 113 (f) of the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. 9607 or 9613 (f)), shall be credited to this account and shall be available without further appropriation and shall remain available until expended; *Provided further*, That such sums recovered from or paid by any party are not limited to monetary payments and may include stocks, bonds, or other personal or real property, which may be retained, liquidated, or otherwise disposed of by the Secretary of the Interior and which shall be credited to this account.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

For expenses necessary for use by the Department of the Interior and any of its component offices and bureaus for the remedial action, including associated activities of hazardous waste substances, pollutants, or contaminants pursuant to the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. Section 9601 et seq.), [\$13,435,000] \$14,024,000, to remain available until expended; Provided, That notwithstanding 31 U.S.C. 3302, sums recovered from or paid by a party in advance of or as reimbursement for remedial action or response activities conducted by the Department pursuant to sections 107 or 113 (f) of the Comprehensive Environmental Response, Compensation and Liability Act, as amended (42 U.S.C. 9607 or 9613 (f)), shall be credited to this account and shall be available without further appropriation and shall remain available until expended; *Provided further*, That such sums recovered from or paid by any party are not limited to monetary payments and may include stocks, bonds, or other personal or real property, which may be retained, liquidated, or otherwise disposed of by the Secretary of the Interior and which shall be credited to this account.

P.L. 95 103-332 Department of the Interior and Related Agencies Appropriations Act, 1995 .

The Comprehensive Environmental Response, Compensation and Liability Act of 1980, as amended by the Superfund Amendments and Reauthorization Act of 1986 (42 U.S.C. 9601-9673) provides for liability, risk assessment, compensation, emergency response, and cleanup (including the cleanup of inactive sites) for hazardous substances. It requires Federal agencies to report sites where hazardous wastes are or have been stored, treated, or disposed, and requires responsible parties, including Federal agencies, to clean up releases of hazardous substances.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc. (+) Dec. (-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
CENTRAL HAZARDOUS MATERIALS FUND	0	0	0	13,409	0	0	0	615	0	14,024	0	615
Central Hazardous Materi	0	0	0	13,409	0	0	0	615	0	14,024	0	615
Remedial Action-BLM	0	0	0	1,010	0	-	0	-	0	-	0	-
Remedial Action-FWS				7,803		-		-		-	0	-
Remedial Action-NPS				4,596		-		-		-	0	-

* A site specific distribution scheme has yet to be determined by the Department

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
 (dollars are in thousands)

Account: Central Hazmat Account
 (14-1121-0-2-302)

Activity	1994 Actual BA	1995 Enacted To Date	1996 Budget Request	Dec. (-) Inc. (+) From 1995
Remedial Action (Acct Total)				
BA Available for obligation:				
Appropriation	--	13,435	14,024	+589
Reduction (P.L.103-332)	--	(26)	--	+26
Unoblig. Bal. Start-of-Year	--	--	8,351	+8,351
Recovery of Prior Year Oblig.	--	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	--	13,409	22,375	+8,966
Less obligations	--	(5,058)	(22,375)	-17,317
Unobligated Balance End of Year	--	8,351	0	-8,351
FTE	0	0	0	0

Justification of Program and Performance**Activity: Central Hazardous Materials Fund**

Table 1 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	13,409	0	+615	14,024	+615
FTE	0	0	0	0	0	0

◆ Authorizations ◆

See the appropriation language citations section for program statutory authorization.

◆ Objectives ◆

The objectives of the Central Hazardous Materials (HAZMAT) Fund are to:

- provide a central account to accomplish or contribute to the remedial investigation/feasibility studies (RI/FS) and cleanup of hazardous substance release sites for which the Department of the Interior is liable;
- bring greater consistency, direction, and coordination to the Department's hazardous materials management program;
- improve Departmental oversight of hazardous waste site cleanups;
- facilitate the optimal, cost-effective distribution of the Department's remediation resources for Interior's hazardous waste sites;
- conduct hazardous material cleanup activities in a manner consistent with bureau land use and management plan objectives;

• pursue aggressive cost recovery action from the parties who are responsible for contaminating the Federal Land; and

• provide no-year funding to complete remedial investigations/feasibility studies and remediation stages efficiently.

◆ 1996 Program ◆

This appropriation includes funding to conduct remedial investigations/feasibility studies and cleanups at all CERCLA hazardous substance release sites for which the Department of the Interior is liable, except for those under the jurisdiction of the Bureau of Reclamation. Remediation of Bureau of Reclamation sites will continue to be funded out of the Energy and Water Development Appropriations. Funds are appropriated to the BLM and are made available by allocation to the other bureaus. BLM will perform the budgeting and financial management operations for the account.

Funds in the Central HAZMAT Fund will be used only for remedial activities. They are not intended to be used for the payment of judgments or the settlements of claims. In his decision of November 29, 1993, the Comptroller General of the United States held that litigative awards against the United States to reimburse claimants for the government's share of response costs and natural resource damages paid or payable under the Comprehensive

Environmental Response, Compensation, and Liability Act (CERCLA), 42 U.S.C. §9601-85 (1988), are payable from the permanent, indefinite Judgment Fund appropriation created by 31 U.S.C. §1304 (1988), to the same extent as are other litigative awards against the United States.

The Department of the Interior faces major challenges regarding the cleanup of hazardous substance releases on Federal lands and at Interior facilities. These challenges are derived for the most part from non-DOI activities occurring on DOI administered lands such as mining, onshore oil and gas wells, landfills, agricultural, and other industrial uses. It is anticipated that many of these sites will require little if any cleanup. Currently, EPA lists 428 DOI sites on the Federal Agency Hazardous Waste Compliance Docket (Docket). DOI experience with the assessment of Docket sites indicates that about 85 percent of the sites require little additional work. Illegal dumping of industrial, agricultural and other wastes also continues to add to the potential number of remediations of hazardous materials releases on those lands.

The fundamental basis for establishment of the Central HAZMAT Fund is that of institutionalizing flexibility in budgeting for HAZMAT site remediation work. A central Departmental account enables funds to be readily shifted among sites and across bureau jurisdictions in response to changing circumstances to achieve the optimal use of the Department's remediation resources.

◆Efficient Management and Oversight of the Account ◆

Consolidating remediation funding in a single account facilitates and strengthens priority setting and oversight of the Department's hazardous materials program. Decisions regarding the overall operation of the fund, including the disbursement of monies and allocation of funds to specific sites is the responsibility of the Deputy Assistant Secretaries' Advisory Group on Environmental Policy and Compliance (the "Advisory Group"), which represents the Department's policy makers on environmental issues. BLM will simply execute financial transactions. The Department's hazardous waste

site ranking system will be the basis for the Advisory Group's decisions. This process will result in a more rational, cost-effective distribution of the Department's remediation resources to the highest priority sites. Individual bureaus maintain responsibility for identifying, contracting for, and managing remediation of their own specific hazardous waste sites.

Individual bureaus continue to budget for the remainder of their HAZMAT programs, e.g., pre-remedial investigations/feasibility study work, compliance activities, emergency response, and training.

◆No-Year Funding◆

Major site cleanups are typically highly complex, and utilize new and unfamiliar technologies. Fluctuations and delays often occur, making it difficult to obligate money according to original plans. Since these major cleanups typically take several years to complete, the flexibility inherent in "no-year" funding will enable project managers and contractors to plan and budget more efficiently, react more effectively to unforeseen events, and take advantage of economies of scale. The fund was established as a no-year account to eliminate incentives for unnecessary spending at the end of the year.

◆Cost Recovery◆

CERCLA generally requires that any cleanup funds recovered by a Federal agency, other than EPA, be returned to the Treasury. This situation, combined with the significant costs of assessment and legal actions associated with pursuing potentially responsible parties, provides little incentive for going after polluters. Prior to creation of the Central HAZMAT Fund, when the Department went after polluters, money that could be spent on cleanup was spent on assessments and legal actions with no return to the Department. Inevitably those attempts were given lower priority, with the result that taxpayers, rather than responsible parties, ended up paying for pollution. However, because the Central HAZMAT Fund is authorized to receive recovered costs the Department is now encouraged to be more aggressive in conducting cleanups and in pursuing legal

action against responsible parties. This is consistent with the policy that the parties responsible for contaminating Federal Lands be made to pay the costs of cleanup. This increased vigilance will serve to discourage private parties from abusing DOI managed lands.

♦Scope of Activity♦

The Central HAZMAT Fund covers costs associated with specific remedial action projects. Funds will be used to pay for the cost of the remedial investigations/feasibility studies and cleanup contracts. Actual allocations from the Central HAZMAT Fund will ultimately depend upon unanticipated changes and work schedules at funded sites as well as reallocations recommended by the Advisory Group on the basis of the Department hazardous waste site ranking system.

The Central HAZMAT Fund was established in 1995 at an enacted funding level of \$13,409,000, which represented the resources needed for the 9 Interior sites projected to be entering or already at the RI/FS or cleanup stages in 1995. For 1996, 33 sites (or 37 "projects," as one site is actually comprised of 5 "operable units") will be in the RI/FS or cleanup stages. Consequently, the resource needs for 1996 are significantly higher than in 1995, both because of the increase in the number of sites eligible for funding from the Central HAZMAT Fund, and because of the escalating cost of work at individual sites as they progress through the remediation process. The Crab Orchard NWR site, with its five separate operable units, provides a vivid example of the steep funding requirement curve which can accompany some HAZMAT remediation projects. The funding requirements for Crab Orchard increased from \$3,816,000 in 1995 to \$18,000,000 in 1996 due to the progression of work at the original PCB operable unit and the subsequent discovery of additional contamination. The Department's Hazardous Materials Site Prioritization System has been used to categorize and rank order the 37 projects identified in Table 2. As in 1995, the Bureau of Land Management, Fish and Wildlife Service and National Park Service account for all of the proposed sites. The 37 projects are categorized and ranked in the following table. The estimated funding require-

ments for all 37 projects in 1996 totals approximately \$34,500,000.

♦Site Ranking Codes♦

Category "A" - Sites with Federal or State court orders mandating actions and expenditures.

Category "B" - National Priorities List (NPL) sites with statutory requirements.

Category "C" - Sites with Federal or State regulatory agency orders or other actions and which are not listed on the NPL.

Category "D+" - Sites where DOI is conducting voluntary remediation work but where a State regulatory agency is closely monitoring progress or where NPL status is pending (this category is a subset of Category D).

Category "D" - Sites where DOI is conducting voluntary remediation work to protect resources of special concern.

Table 2. Central Hazardous Materials Fund Projects

Site	Estimated Cost (\$000)	DOI Category	DOI Bureau
1. Atlas Asbestos Mine	450	A	BLM
2. Crab Orchard NWR - PCB OU	13,600	A	FWS
"A" CATEGORY TOTAL	13,750		
3. Crab Orchard - Metals OU	250	B	FWS
4. Crab Orchard - Munitions OU	300	B	FWS
5. Crab Orchard - Misc OU	3,000	B	FWS
6. Crab Orchard - Other	450	B	FWS
7. Great Swamp NWR	4,000	B	FWS
8. Lee Acres Landfill	400	B	BLM
9. Fort Sumter-Charleston Harbor	200	B	NPS
"B" CATEGORY TOTAL	6,000		
10. Cuyahoga NRA	4,000	C	NPS
11. Mosby Refinery	200	C	BLM
12. Murtaugh Landfill	34	C	BLM
13. Steamtown NHS	500	C	NPS
14. Yosemite NP	40	C	NPS
15. Grand Teton NP	750	C	NPS
16. Denali NP	10	C	NPS
17. Wrangell-St. Elias NP	500	C	NPS
18. Yukon Charlie NP	25	C	NPS
"C" CATEGORY TOTAL	6,259		
19. Red Top Retort	400	D+	BLM
20. Stateline Dump	450	D+	BLM
21. North Creek Mine	50	D+	BLM
22. Clayton Mine	500	D+	BLM
23. Killarney Boat Ramp	450	D+	BLM
24. Pine Creek sites	500	D+	BLM
25. Veta Grande Mill	4,000	D+	BLM
26. Douglas County Landfill	450	D+	BLM
27. Henderson Landfill	300	D+	BLM
28. Arrival Landfill	450	D+	BLM
29. Iroquois NWR	4,000	D+	FWS
30. Kenai NWR	1,500	D+	FWS
"D+" CATEGORY TOTAL	6,979		
31. Big Bend NP	100	D	NPS
32. Grand Canyon NP	40	D	NPS
33. Fredricksburg NB	200	D	NPS
34. Valley Forge NHP	200	D	NPS
35. Shenandoah NP	400	D	NPS
36. Washington Gas Light	100	D	NPS
37. Barney Circle	500	D	NPS
"D" CATEGORY TOTAL	1,540		
GRAND TOTAL	34,528		

**♦♦Justification of 1996 Program
Changes♦♦**

Table 3. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	14,024	+615
FTE	0	0

The 1996 Budget Request for the Central Hazardous Materials Fund is \$14,024,000, a program increase of \$615,000 above the 1995. At this level, the Department will fund remediation work at as many of the 30 (category A,B, and C) project sites as practicable so as to maximize Departmental compliance with court and regulatory orders and/or statutory requirements. A site-specific distribution scheme for the Central HAZMAT Fund will be determined, by the Department, in the near future.

Summary of Requirements by Object Class

Appropriation: Central Hazardous Materials Fund

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1995 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
25.2 Other services	--	13,409	--	--	--	615	--	14,024
99.9 Total obligations	0	13,409	0	0	0	615	0	14,024

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Program and Financing (in thousands of dollars)

Identification code: 14-1121-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Remedial Action.....	0	5,058	22,375
10.00 Total obligations.....	0	5,058	22,375
Financing:			
21.40 Unobligated balance available start of year.....	0	0	(8,351)
24.40 Unobligated balance available, end of year.....	0	8,351	0
39.00 Budget authority (gross).....	0	13,409	14,024
Budget authority			
40.00 Appropriation.....	0	13,435	14,024
40.78 Percentage reduction pursuant to P.L. 103-332.....	0	(26)	0
43.00 Appropriation, (total).....	0	13,409	14,024
Relation of obligations to outlays:			
71.00 Total obligations	0	5,058	22,375
72.40 Obligated balance, start of year.....	0	0	231
74.40 Obligated balance, end of year.....	0	(231)	(13,400)
90.00 Outlays	0	4,827	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Object Classification (in thousands of dollars)

Identification code: 14-1121-0-2-302	1994 actual	1995 enacted	1996 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	0	0	0
11.3 Other than full-time permanent.....	0	0	0
11.5 Other personnel compensation.....	0	0	0
11.8 Special personal services payments.....	0	0	0
11.9 Total personnel compensation.....	0	0	0
12.1 Civilian personnel benefits.....	0	0	0
21.0 Travel and transportation of persons.....	0	0	0
22.0 Transportation of things.....	0	0	0
23.2 Rental payments to others.....	0	0	0
23.3 Communications, utilities and miscellaneous charges.....	0	0	0
25.2 Other services.....	0	5,058	22,375
26.0 Supplies and materials.....	0	0	0
31.0 Equipment.....	0	0	0
32.0 Land and structures.....	0	0	0
99.9 Total obligations.....	0	5,058	22,375

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CENTRAL HAZMAT ACCOUNT
Personnel Summary

Identification code: 14-1121-0-2-302	1994 actual	1995 enacted	1996 estimate
Total compensation workyears:			
Full-time equivalent employment.....	0	0	0
Full-time equivalent of overtime and holiday hours.....	0	0	0

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Appropriation: Construction and Access

Appropriation Language Sheet

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$12,091,000] \$3,019,000, to remain available until expended.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

For acquisition of lands and interests therein, and construction of buildings, recreation facilities, roads, trails, and appurtenant facilities, [\$12,091,000] \$3,019,000, to remain available until expended.

43 U.S.C. 1701 et seq.,

43 U.S.C. 1715,

43 U.S.C. 1762,

P.L. 95 103-332

P.L. 95 103-332, The Department of the Interior and Related Agencies Appropriation Act of 1995 provides funding for BLM programs.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the Public Land to be generally retained in Federal ownership; for periodic and systematic inventory of the Public Land and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering Public Land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the Public Lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the Public Lands, including implementation of the Mining and Minerals Policy Act of 1970.

43 U.S.C. 1715 provides for the Secretary of the Interior to acquire, by purchase, exchange, donation, or eminent domain (for access to Public Land only), land and interests in lands.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near the Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) / Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
CONSTRUCTION AND ACCESS	57	10,467	60	12,068	(40)	(10,953)	(12)	1,904	8	3,019	(52)	(9,049)
Access	21	1,367	20	1,115	0	0	(20)	(1,115)	0	0	(20)	(1,115)
Construction	36	9,100	40	10,953	(40)	(10,953)	8	3,019	8	3,019	(32)	(7,934)

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Construction and Access

	1995 Enacted	1996 Change
FY 96 Requested Level	12,068	(10,953)
(FTEs)	60	(40)

This adjustment is for a one-time funding for construction projects made in FY 95.

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
(dollars are in thousands)

Account: Construction and Access
(14-1110-0-2-302)

Activity	1994 Actual BA	1995 Enacted To Date	1996 Budget Request	Dec. (-) Inc. (+) From 1995
Construction				
BA Available for obligation:				
Appropriation	9,100	10,974	3,019	-7,955
Reduction (P.L.103-332)	--	(21)	--	+21
Unoblig. Bal. Start-of-Year	14,566	13,891	11,263	-2,628
Recovery of Prior Year Oblig.	150	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	23,816	24,844	14,282	-10,562
Less obligations	(9,925)	(13,581)	(6,019)	+7,562
Unobligated Balance End of Year	13,891	11,263	8,263	-3,000
FTE	36	40	8	-32

Access and Easement Acquisition

BA Available for obligation:				
Appropriation	1,367	1,117	0	-1,117
Reduction (P.L.103-332)	--	(2)	--	+2
Unoblig. Bal. Start-of-Year	372	372	--	-372
Recovery of Prior Year Oblig.	--	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	1,739	1,487	0	-1,487
Less obligations	(1,367)	(1,487)	0	+1,487
Unobligated Balance End of Year	372	0	0	--
FTE	21	20	0	-20

Account Total

BA Available for obligation:				
Appropriation	10,467	12,091	3,019	-9,072
Reduction (P.L.103-332)	--	(23)	--	+23
Unoblig. Bal. Start-of-Year	14,938	14,263	11,263	-3,000
Recovery of Prior Year Oblig.	150	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	25,555	26,331	14,282	-12,049
Less obligations	(11,292)	(15,068)	(6,019)	+9,049
Unobligated Balance End of Year	14,263	11,263	8,263	-3,000
FTE	57	60	8	-52

*Justification of Program and Performance***Activity: Construction****Table 1 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Construction	\$ 9,100	10,953	-10,953	+3,019	3,019	-7,934
FTE	36	40	-40	+8	8	-32

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1701, *et seq.*) Authorizes the management of the public lands on a multiple-use basis.

43 U.S.C. 1762 provides for the acquisition, construction, and maintenance of roads within and near Public Land which will permit maximum economy in harvesting timber from such lands tributary to such roads and at the same time meet the requirements for protection, development, and management of such lands for utilization of the other resources.

◆ Objectives ◆

The objectives of this program are to:

- support the protection, enhancement, and development of public lands resources;
- rehabilitate facilities on the public lands to better service the public;
- construct buildings and appurtenant facilities, such as warehouses, yards, and fire stations, which are necessary to support public lands management; and
- construct recreation and transportation facilities necessary to meet public demand.

◆ 1996 Program ◆

During the past decade, public use of BLM administered resources and facilities has grown dramatically. However, facility improvements have not kept pace with this demand. BLM construction projects are paramount for the proper management of the public lands, health and safety of users, prevention of resource damage, and increased collection of recreation use fees.

The construction program provides funds to repair and rehabilitate facilities on the public lands. Included are projects to: improve service to the public land visitors; protect important natural and cultural resource values; rehabilitate and improve existing facilities and structures; provide for public safety and a productive work environment for BLM employees; enrich the public's knowledge, appreciation, and support of BLM's multiple-use mission; and protect the Nation's rich natural heritage.

◆ Construction Criteria ◆

BLM has established the following hierarchy of criteria against which construction projects are assessed:

- Health and safety;
- Resource protection;
- New space requirements;
- Accessibility for the physically disabled

- Access to the Public Land;
- Program efficiencies;
- Compliance with designated management responsibility;
- Enhancement of fee collection capability; and
- Visitor/interpretative/information facilities which have at least 50 percent of the construction and 75 percent of operation and maintenance costs funded from non-BLM sources.

♦1996 Construction Projects♦

All of the 1996 projects are in conformance with current land use planning decisions and are supported by more specific activity plans. These projects will contribute to rural economic development because they are associated with at least some form of contracting. These construction projects will also stimulate tourism, improve recreational opportunities, enhance environmental protection and increase public access to resource information.

♦Justification of 1996 Program Changes♦

Table 2.. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	3,019	-7,934
FTE	8	-32

The 1996 Budget Request is \$3,019,000 and 8 FTE, a program decrease of \$7,934,000 and 32 FTE. The construction program requests funding each year based upon priority needs. In 1996, the BLM is requesting project funds to complete the work in the priority summary table below. Following this table are individual project description.

Priority	State	Project Name	(\$ 000)
1	AK	Sourdough Campground - phase V	584
2	ID	Byington Campground	290
3	AZ	West Aravaipa Ranger Station	200
4	CA	Railroad Flat Campground	218
5	CO	Penitentie Canyon	220
6	MT	James Kipp Campground	345
7	NM	Datil Well Recreation Site Reconstruction	41
8	WY	Encampment River Recreation Area	60
9	NV	Indian Creek Accessibility Rehabilitation	57
10	NM	El Camino Real International Heritage Center (A&E)	500
11	AZ	Lake Havasu Fisheries	250
12	SC	Engineering and Contracting Services	254
Total			3,019

FY 1996 BLM Construction Project Description

State: Alaska	Project: Sourdough Campground	Project Status: Replacement (final phase)								
County: Alaska	District/Resource Area Office: Glenallen	General Location: Sourdough, Alaska								
Land Use/Activity Plan Name and Citation: South Central Alaska (1980)										
Project Description: Completion of the project includes aggregate surfacing of the interior roads system, accessible boat dock, rip rap of the river bank adjacent to the boat dock, addition of 10 tent camping units, and interpretive signing.										
Why is project important and how does it help BLM accomplish our mission: This is the final phase of a five phase project to improve an existing campground and accommodate the increased use and larger vehicle sizes. The site is a major use area adjacent to a touring highway and also supports extensive river fishing and boating use. Use figures have shown a constant trend in increased tourism. Fishing is a major recreational use both guided and general public use. This project reduces the Bureau's maintenance backlog and supports Recreation 2000 by improving tourism facilities. The project will be done by contract and will infuse a major portion of the funding into the local economy. These improvements will support the increase in fee collections.										
List each phase down to lowest practical options and include cost breakdown: This is the final phase of a 5 phased project and can not be economically phased any lower for cost effectiveness.										
Project phasing and costs were developed on what level of planning: The construction estimate for this, the final phase, is based on the prior experience of the state engineering staff .										
<table> <tr> <td>FY 1992 & prior</td> <td>\$800</td> </tr> <tr> <td>FY 1993</td> <td>\$600</td> </tr> <tr> <td>FY 1994</td> <td>\$600</td> </tr> <tr> <td>FY 1995</td> <td>0</td> </tr> </table>			FY 1992 & prior	\$800	FY 1993	\$600	FY 1994	\$600	FY 1995	0
FY 1992 & prior	\$800									
FY 1993	\$600									
FY 1994	\$600									
FY 1995	0									
Outyear Operations costs (by program): 4333 - \$5,000/yr 4380 - \$5,000/yr 4740 - \$5,000/yr		Requested funding: \$584,000								
Outyear maintenance costs: \$124,000		Total estimated cost of project: \$2,584,000								
Is project part of maintenance backlog: Yes										

FY 1996 BLM Construction Project Description

State: Idaho	Project: Byington Campground	Project Status: Replacement (final phase)
County: Bonneville	District/Resource Area Office: Idaho Falls - Medicine Lodge	General Location: 8 miles SE of Ririe
Land Use/Activity Plan Name and Citation: Medicine Lodge RMP, Sands HMP		
Project Description: Replacement of the existing boat ramp to accommodate the disabled, rafting put in and take out, the parking and interior loops, and the dump station. Two additional boat docks will be built and signing of the area will occur.		
Why is project important and how does it help BLM accomplish our mission: This is an existing recreation site which needs renovation to accommodate increased use in camping, boating and fishing and larger recreation vehicles. The project also identifies the areas with well defined family units and intercamp pathways to restrict the users from damaging the surrounding vegetation. The new construction will accommodate the disabled and also allow charging of additional fees. The larger rafting put-in and takeout and the additional parking will reduce congestion and user conflicts. This project reduces the Bureau's maintenance backlog and supports the Recreation 2000 program.		
List each phase down to lowest practical options and include cost breakdown: This is the final phase of the project and can not be broken down into additional phases.		
Project phasing and costs were developed on what level of planning: Estimates are based on prior like construction and are felt to be accurate.		
	FY 1992	\$226
	FY 1993	0
	FY 1995	\$ 64
Outyear Operations costs (by program): \$30,000		Requested funding: \$290,000
Outyear maintenance costs: \$20,000		Total estimated cost of project: \$580,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

<i>State:</i> Arizona	<i>Project:</i> West Aravaipa Canyon Wilderness Ranger Station	<i>Project Status:</i> Reconstruction of an existing facility
<i>County:</i> Pinal	<i>District/Resource Area Office:</i> Safford/Gila	<i>General Location:</i> West end of Aravaipa Canyon, 22 miles SE of Winkelman AZ.
<i>Land Use/Activity Plan Name and Citation:</i> Safford District Resource Management Plan		
<i>Project Description:</i> Construction of a ranger residence and visitor contact station used for visitor services, fee collection, issuing camping permits, parking, and restroom facilities		
<i>Why is project important and how does it help BLM accomplish our mission:</i> The present facility is a leased mobile home. It is in a severe state of disrepair due to bad electrical wiring, poor sewer systems, bad water supply, etc. The lessor does not want to repair or replace the facility. A replacement is needed to ensure the safety and health of BLM employees and the visiting public. The facility is needed for fee collection and to control access and issue camping permits. Aravaipa Canyon Wilderness is one of the most heavily visited BLM wilderness, despite the 50 person per day limit. A computerized permit system tracks statistics which reveal actual use data including nearly 13,000 visitor use days per year.		
<i>List each phase down to lowest practical options and include cost breakdown:</i> Phase I Design \$ 40,000 funded in FY 1994 Phase II Construction \$200,000 requested		
<i>Project phasing and costs were developed on what level of planning:</i> Cost estimate is based on engineering design.		
<i>Outyear Operations costs (by program):</i> No change		<i>Requested funding:</i> \$200,000
<i>Outyear maintenance costs:</i> \$5,000 annually		<i>Total estimated cost of project:</i> \$240,000
<i>Is project part of maintenance backlog:</i> Yes		

FY 1996 BLM Construction Project Description

State: California	Project: Railroad Flat Campground	Project Status: Reconstruction
County: Mariposa	District/Resource Area Office: Bakersfield - Folsom	General Location: 5 miles west of Yosemite Park
Land Use/Activity Plan Name and Citation: Merced River Recreation Management Plan designated wild and scenic river		
Project Description: This project involve reconstruction of an existing campground and is the last of a series of three sites which have been redesigned to accommodate changes in visitor use patterns. The site will also serve as a trailhead for the "Merced Rails to Trails" trail. Construction will consist of an improved rafting put-in and takeout, group camping, day use and trailhead parking. The original construction was in 1967. Redesign of the site includes a new landscape architectural site plan.		
Why is project important and how does it help BLM accomplish our mission: This project is needed to accommodate current visitor use, reduce trespass and accommodate changes in use. Accommodation for the disabled will be provided for all recreation experiences. The project reduces the Bureau's maintenance backlog and supports the Recreation 2000 program.		
List each phase down to lowest practical options and include cost breakdown: This project can not be cost effectively phased into smaller units.		
Project phasing and costs were developed on what level of planning: Estimates were developed from recent projects and are felt to be accurate. A project plan has been developed with a new site plan.		
Outyear Operations costs: No change		Requested funding: \$218,000
Outyear maintenance costs: No change		Total estimated cost of project: \$218,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

<i>State:</i> Colorado	<i>Project:</i> Penitentie Canyon Campground	<i>Project Status:</i> Reconstruction
<i>County:</i> Saguache	<i>District/Resource Area Office:</i> Canon City - San Luis	<i>General Location:</i> 40 miles NW of Alamosa
<i>Land Use/Activity Plan Name and Citation:</i> San Luis RMP/ROD		
<i>Project Description:</i> The project includes replacement of restrooms, surfacing of the trail and interior road system, reconstruction of the family camping units and drilling of a new well. Additional information will be provided on a new kiosk for user safety and environmental protection.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> This work is needed to meet changing user practices including rock climbing, mountain biking, and watchable wildlife as well as the historic uses of day use hiking and camping. The canyon has become a national destination point for sport rock climbing. Site definition and trail controls are needed to protect cultural values and vegetative resources in the canyon. The Hispanic and American Indian communities view the canyon as having cultural and religious significance. This project reduces the Bureau's maintenance backlog and supports the Recreation 2000 and Wildlife 200 programs.		
<i>List each phase down to lowest practical options and include cost breakdown:</i> This project, due to its size, does not lend itself to further phasing.		
<i>Project phasing and costs were developed on what level of planning:</i> Estimates are base on similar recently built projects.		
<i>Outyear Operations costs:</i> No change	<i>Requested funding:</i> \$220,000	
<i>Outyear maintenance costs:</i> No change	<i>Total estimated cost of project:</i> \$220,000	
<i>Is project part of maintenance backlog:</i> Yes		

FY 1996 BLM Construction Project Description

State: Montana	Project: James Kipp Campground	Project Status: Reconstruction
County: Fergus	District/Resource Area Office: Lewistown - Judith	General Location: 50 miles NE of Lewistown
Land Use/Activity Plan Name and Citation: James Kipp Recreation Area Management Plan		
Project Description: The remaining reconstruction work consists of three restrooms, interior loop and trail surfacing and rehabilitation of camping units.		
Why is project important and how does it help BLM accomplish our mission: The site is located close to state Highway 191 and receives high visitor use for both camping, boating, and fishing. Changes in visitor use patterns include hiking and whitewater rafting. All site work will be accessible to the disabled.		
List each phase down to lowest practical options and include cost breakdown: Phase I \$244 completed Phase II \$343 final phase		
Project phasing and costs were developed on what level of planning: Estimates are based on phase I and are felt to be accurate.		
Outyear Operations costs: No change		Requested funding: \$280,000
Outyear maintenance costs: No change		Total estimated cost of project: \$600,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

State: New Mexico	Project: Datil Well Recreation Site	Project Status: Replacement
County: Catron	District/Resource Area Office: Roswell - Socorro	General Location: Datil, New Mexico
Land Use/Activity Plan Name and Citation: Socorro RMP (1989) Datil Well Resource Activity Management Plan		
Project Description: 1. Replace 25 picnic tables 2. Replace 12 shelters 3. Build 10 new shelters 4. Retrofit 3 restrooms with SST ventilation and disabled accessibility		
Why is project important and how does it help BLM accomplish our mission: Meet public demand. The present situation does not provide health and safety for public use. This site is heavily used by the public and requires corrective maintenance to operate at the current use levels. The project will reduce the Bureau's maintenance backlog and it supports the Recreation 2000 program. This work will facilitate fee collection.		
List each phase down to lowest practical options and include cost breakdown: 1. Replace 25 picnic tables \$10,000 2. Replace 12 shelters \$6,000 3. Build 10 new shelters \$5,000 4. Retrofit 3 restrooms with SST ventilation \$15,000		
Project phasing and costs were developed on what level of planning: Project planning by District Engineer		
Outyear Operations costs: \$2,500		Requested funding: \$41,000
Outyear maintenance costs: \$1,000		Total estimated cost of project: \$41,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

State: Wyoming	Project: Encampment River Campground	Project Status: Reconstruction
County: Carbon	District/Resource Area Office: Rawlins - Great Divide	General Location: Encampment, Wyoming
Land Use/Activity Plan Name and Citation: Great Divide RMP		
Project Description: To complete the reconstruction of an existing campground to accommodate increased visitor use and to support fee collection. Replacement of restrooms, upgrade camping units and addition of a water system.		
Why is project important and how does it help BLM accomplish our mission: This project is important to accommodate increased visitor use and to define use areas and protect the surrounding vegetation. Currently, the use exceeds the capacity of the site and user conflict is a problem. The project will reduce the Bureau's maintenance backlog and supports the Recreation 2000 program.		
List each phase down to lowest practical options and include cost breakdown: Project can not be economically phased beyond the current proposal.		
Project phasing and costs were developed on what level of planning: Current similar projects.		
Outyear Operations costs: \$4,000		Requested funding: 60,000
Outyear maintenance costs: \$7,000		Total estimated cost of project: \$1,200,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

State: Nevada	Project: Indian Creek Access (Rehabilitation)	Project Status: Replacement
County: Alpine	District/Resource Area Office: Carson - Walker	General Location: Indian Creek Reservation
Land Use/Activity Plan Name and Citation: Indian Creek Recreation Management Plan		
Project Description: Reconstruct the existing restrooms to meet accessibility guidelines. One restroom facility will be in the RV section of the campground and one in the day use area. A third restroom will be added to the East side of the Lake. All facilities will meet accessibility standards.		
Why is project important and how does it help BLM accomplish our mission: Obtain compliance with the accessibility standards and support the Recreation 2000 program.		
List each phase down to lowest practical options and include cost breakdown: This project can not be economically phased any further.		
Project phasing and costs were developed on what level of planning: Cost estimates were completed by the District Engineer.		
Outyear Operations costs (by program): Facility Maintenance - \$2,000		Requested funding: \$57,000
Outyear maintenance costs: \$1,500		Total estimated cost of project: \$57,000
Is project part of maintenance backlog: Yes		

FY 1996 BLM Construction Project Description

<i>State:</i> New Mexico	<i>Project:</i> El Camino Real International Heritage Center	<i>Project Status:</i> New Construction
<i>County:</i> Socorro	<i>District/Resource Area Office:</i> Las Cruces - Socorro	<i>General Location:</i> Central New Mexico near the Rio Grande River
<i>Land Use/Activity Plan Name and Citation:</i> Socorro Resource Management Plan		
<i>Project Description:</i> In cooperation with the State of New Mexico and Republic of Mexico, construct a 30,000 square foot international interpretive center near Fort Craig in central New Mexico. The total construction cost is estimated to be \$8.2 million with the State of New Mexico providing 70 percent of the total funding and 100 percent of the ongoing maintenance costs. The Center would be staffed by employees of the BLM, State of New Mexico and Republic of Mexico. The BLM portion of the total construction cost is expected to be about \$2.5 million over two fiscal years. This funding request is to support the Architectural and Engineering (A&E) work being conducted by New Mexico State. Cooperation for the design effort will come from Mexico, the Forest Service, and BLM.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> This is a NAFTA related initiative involving a partnership with the Republic of Mexico, as well as, the State of New Mexico. The center would link interpretation of the <i>Boots and Saddles</i> historic forts along with the El Camino Real, a 1,200 mile-long road established in 1598 that served as a major commercial and cultural link between Mexico and the Southwest. Visitor projections indicate that over 100,000 can be expected to attend the Interpretive Center annually while generating 175 related jobs and injecting \$10,000,000 into the local economy each year.		
<i>List each phase down to lowest practical options and include cost breakdown:</i> Phase I-FY 1996, requires \$500,000 for project A&E. Phase II - FY 1997, \$2,000,000 for facility/site construction.		
<i>Project phasing and costs were developed on what level of planning:</i> The estimates are based on similar work for facility construction as detailed in "El Viaje: A Planning Study for a Camino Real Interpretive Center" commissioned by New Mexico State Monuments in 1993.		
<i>Outyear Operations costs:</i> \$15,000		<i>Requested funding:</i> \$500,000
<i>Outyear maintenance costs:</i> No cost to BLM		<i>Total estimated cost of project:</i> \$8,200,000 with \$2,500,000 from BLM
<i>Is project part of maintenance backlog:</i> No		

FY 1996 BLM Construction Project Description

<i>State:</i> Arizona	<i>Project:</i> Lake Havasu Fisheries	<i>Project Status:</i> New Construction
<i>County:</i> La Paz	<i>District/Resource Area Office:</i> Yuma - Havasu	<i>General Location:</i> Lake Havasu
<i>Land Use/Activity Plan Name and Citation:</i> Lake Havasu fisheries improvement program activity plan		
<i>Project Description:</i> This project will provide two additional fishing access sites along the shoreline with restrooms and parking. It will reduce congestion from other overused sites and provide accessible fishing accommodations. Additional interpretive materials will be provided on endangered plants and animal species in the area.		
<i>Why is project important and how does it help BLM accomplish our mission:</i> This is a "partnership" which includes cost sharing with the county, state fish and game and private organizations. This project supports Recreation 2000 and Wildlife 2000 programs. The local economy will benefit through additional visitors it is estimated that \$3,500,000 annually will be brought into the area.		
<i>List each phase down to lowest practical options and include cost breakdown:</i> This project is a stand alone project and will not be usable by the public until construction of all facilities are completed.		
<i>Project phasing and costs were developed on what level of planning:</i> Cost estimates were derived from recent similar projects and are felt to be accurate.		
<i>Outyear Operations costs (by program):</i> 4333 - \$30,000 4380 - \$10,000 4740 - \$35,000		<i>Requested funding:</i> \$250,000
<i>Outyear maintenance costs:</i> \$ 55,000		<i>Total estimated cost of project:</i> \$250,000
<i>Is project part of maintenance backlog:</i> No		

FY 1996 BLM Construction Project Description

State: Service Center	Project: Engineering and Contracting Services	Project Status: All approved projects over \$100,000 and initial planning on future projects
County:	District/Resource Area Office: Bureauwide	General Location:
Land Use/Activity Plan Name and Citation: Individual project specific. (see other project descriptions)		
Project Description: To provide engineering studies, design and evaluations in support of the Bureau's construction program.		
Why is project important and how does it help BLM accomplish our mission: See individual project descriptions		
List each phase down to lowest practical options and include cost breakdown: See individual project descriptions		
Project phasing and costs were developed on what level of planning: See individual project descriptions		
Outyear Operations costs: NA		Requested funding: \$254,000
Outyear maintenance costs: NA		Total estimated cost of project: NA
Is project part of maintenance backlog: NA		

Bureau of Land Management
Comprehensive Construction Table
FY 1996 Budget

Project Title State	Rank	Own Land	Total Est Cost	Total Approp Thr 95	Advanced Planning Portion	Survey Design Share	Const Share	Can Phase	Est Award Date	Will 96 \$ compl project	Post 96 Needs
	#	(Y/N)	(\$000)	(\$000)	(\$000)	(\$000)	(\$000)	(Y/N)	(1-4)	(Y/N)	(\$000)
Sourdough Campground Alaska	1	Y	2,584	2,000	Done	102	482	N	4	Y	0
Byington Campground Idaho	2	Y	580	290	Done	20	270	N	4	Y	0
W Aravaipa Ranger Station Arizona	3	Y	240	40	Done	40	200	N	4	Y	0
Railroad Flat Campground California	4	Y	218	0	Done	Done	218	N	2	Y	0
Penitentie Canyon Campground Colorado	5	Y	220	0	Done	25	195	N	4	Y	0
James Kipp Campground Montana	6	Y	600	244	Done	35	245	N	4	N	76
Datil Well Rec Site New Mexico	7	Y	41	0	Done	0	41	N	3	Y	0
Encampment River Rec Wyoming	8	Y	120	0	Done	0	120	N	4	Y	0
Indian Creek Rehab Nevada	9	Y	57	0	Done	3	54	N	3	Y	0
El Camino Real Center New Mexico	10	Y	8,200	0	Done	400	2,000	Y	4	N	2,000
Lake Havasu Fisheries	11	Y	250	0	Done	Done	250	N	4	Y	250
Engineering Support Service Center	12	NA	NA	NA	NA	100	NA	NA	NA	NA	NA

Justification of Program and Performance**Activity: Access****Table 3 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Access	\$ 1,367	1,115	0	-1,115	0	-1,115
FTE	21	20	0	-20	0	-20

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976, (FLPMA) (U.S.C. 1701, 1715, 1716) authorizes the Secretary of the Interior to manage public lands on a multiple-use basis and to acquire by purchase, exchange, donation or eminent domain, access to public lands such as easements.

The Timber Access Road Act of July 26, 1995, (69 Stat. 374) authorizes acquiring access to timber roads.

The Act of August 1, 1888 as amended, (40 U.S.C. 257) provides condemnation authority.

◆ Objectives ◆

The objectives of the Access program are to:

- provide public access to Federal lands for appropriate uses by acquiring the necessary legal rights (easements for roads and trails) over non-Federal lands that are essential to implement planned BLM resource management programs; and
- provide access to areas which are designated as valuable for public recreation uses (specific recreation areas, national trail system segments, designated wilderness areas, wilderness study areas, and wild and scenic rivers).

◆ 1996 Program ◆

Approximately 32 million acres of public lands are unavailable for public use due to the lack of legal access. Because of the checkerboard and intermingled land ownership patterns in many parts of the west, these Federal lands are often inaccessible

for multiple-use or specific resource management activities because of a lack of easements to cross intervening properties. Areas or parcels that are "landlocked" by private or non-Federal government ownerships cannot be properly managed or are managed solely (and often erratically) through the forbearance of the surrounding landowners. In many cases, it is necessary for BLM to acquire legal access to Public Land through the surrounding non-Federal lands to provide public access and/or to manage the mineral, energy, timber, wildlife, and rangeland resources of the public lands.

The BLM *Recreation 2000* strategy identifies access needs for recreational use as a significant issue to be resolved. Access to the public lands for recreation use is becoming increasingly important. As recreation use and populations increase, the problem becomes more complex. Landowners adjacent to the public lands are closing access to some areas of the public lands which have been heavily used in the past. Additionally, as larger ranches are sold and subdivided the number of easements needed for public lands access increases.

An estimated total of 13,000 easements are needed to provide adequate access to isolated public lands properties. The BLM has been acquiring about 150 easements annually over the past decade. Field offices are working to provide public access to those areas that offer the greatest recreation and tourism opportunities and for administering the commodity related programs (*i.e.* timber, grazing, etc.). Since FLPMA repealed all the settlement authorities and required retention of the public lands, it is important to provide public access to those lands to realize the multiple-use benefits from the public lands. The lack of access to public lands results in lawsuits, condemnation actions, threats and even shooting incidents. In some cases, restricted private roads are the only access to large blocks of public lands, which effectively locks out all public users.

separate program in 1996. The function of this program is to provide access (easements for roads and trails) to Federal lands that are essential to implement BLM resource management programs. The access needs are tied directly to program needs, such as recreation, forestry, wildlife, minerals, rangeland etc. Future access needs will be accomplished with funding from the benefitting programs.

♦♦Justification of 1996 Program Changes♦♦

Table 4. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	0	-1,115
FTE	0	-20

After a review of the functions of this activity, BLM has determined that it should be eliminated as a

Table 5 Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Easements Acquired (#)	140	130	0	-130

Summary of Requirements by Object Class

Appropriation: Construction & Access

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		2,680		(1,830)		(447)		403
11.3 Other than full-time permanent		108		(88)		(4)		16
11.5 Other personnel compensation		98		(93)		10		15
11.8 Special personal svcs payments		8		(8)		2		2
11.9 Total personnel compensation	60	2,894	(40)	(2,019)	(12)	(439)	8	436
12.1 Civilian personnel benefits		555		(345)		(127)		83
21.0 Travel & transportation of persons		250		(220)		(30)		0
22.0 Transportation of things		100		(100)		50		50
23.2 Rental payments to others		5		(5)		5		5
23.3 Communications, utilities, & misc		60		(60)		50		50
24.0 Printing and reproduction		30		(30)		15		15
25.2 Other services		3,550		(3,550)		1,340		1,340
26.0 Supplies and Materials		860		(860)		400		400
31.0 Equipment		200		(200)		100		100
32.0 Lands and structures		3,550		(3,550)		525		525
41.0 Grants, subsidies, & contributions		14		(14)		15		15
99.9 Total obligations	60	12,068	(40)	(10,953)	(12)	1,904	8	3,019

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Program and Financing (in thousands of dollars)**

Identification code: 14-1110-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
Direct program:			
00.01 Construction projects.....	9,989	13,953	6,019
00.02 Access and easement acquisition.....	-1,303	1,115	0
10.00 Total obligations.....	11,292	15,068	6,019
Financing:			
17.00 Recovery of prior year obligations.....	(150)	0	0
21.40 Unobligated balance available, start of year.....	(14,938)	(14,263)	(11,263)
24.40 Unobligated balance available, end of year.....	14,263	11,263	8,263
39.00 Budget authority	10,467	12,068	3,019
Budget Authority			
40.00 Appropriation	10,467	12,091	3,019
40.78 Percent reduction pursuant to P. L. 103-332.....	0	(23)	0
43.00 Appropriation, (total).....	10,467	12,068	3,019
Relation of obligations to outlays:			
71.00 Total obligations.....	11,292	15,068	6,019
72.40 Obligated balance, start of year.....	8,634	6,068	11,743
74.40 Obligated balance, end of year.....	(6,088)	(11,743)	(5,900)
78.00 Adjustments in unexpired accounts.....	(150)	0	0
90.00 Outlays (net).....	13,688	9,413	11,862

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS**
Object Classification (in thousands of dollars)

Identification code: 14-1110-0-1-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,528	2,680	403
11.3 Other than full-time permanent.....	102	108	16
11.5 Other personnel compensation.....	92	98	15
11.8 Special personal services payments.....	8	8	2
11.9 Total personnel compensation.....	2,730	2,894	436
12.1 Civilian personnel benefits.....	523	555	83
21.0 Travel and transportation of persons.....	202	250	0
22.0 Transportation of things.....	97	100	50
23.2 Rental payment to others.....	3	5	5
23.3 Communications, utilities, and miscellaneous charges.....	43	60	50
24.0 Printing and reproduction.....	16	30	15
25.2 Other services.....	3,218	3,550	1,340
26.0 Supplies and materials.....	843	860	400
31.0 Equipment.....	121	200	100
32.0 Land and structures.....	3,486	6,550	3,525
41.0 Grants, subsidies and contributions.....	10	14	15
99.9 Total obligations.....	11,292	15,068	6,019

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
CONSTRUCTION AND ACCESS
Personnel Summary

Identification code: 14-1110-0-1-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	57	60	8
Full-time equivalent of overtime and holiday hours.....	2	1	1

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Appropriation: Payments in Lieu of Taxes

Appropriation Language Sheet

For expenses necessary to implement the Act of October 20, 1976, as amended, (31 U.S.C. 6901-07), [\$104,108,000] \$113,911,000, of which not to exceed \$400,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Change

1. Insert: *as amended*

This correction will make clear that payments made to the counties will be calculated based on the Act as amended last year.

In 1995 and following years, payments will be calculated based on the formula as revised by the 1994 amendments to the act.

Appropriation Language Citations

For expenses necessary to implement the Act of October 20, 1976, *as amended*, (31 U.S.C. 6901-07), [\$104,108,000] \$113,911,000, of which not to exceed \$400,000 shall be available for administrative expenses. (*Department of the Interior and Related Agencies Appropriations Act, 1995.*)

(31 U.S.C. 6901-6907; P.L. [103-138] 103-332, *Department of the Interior and Related Agencies Appropriations Act, [1994] 1995.*)

P.L. 95 103-332, *Department of the Interior and Related Agencies Appropriations Act, 1995*, authorizes the use of \$400,000 for administrative expenses.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
PAYMENTS IN LIEU OF TAXES	3	104,108	3	103,909	0	2	0	10,000	3	113,911	0	10,002
Payments in Lieu of Taxes	3	104,108	3	103,909	0	2	0	10,000	3	113,911	0	10,002

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Payments in Lieu of Taxes

	1995 Enacted	1996 Change
Additional cost in 1996 of the January 1996 Pay Raises		2
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		

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Justification of Program and Performance**Activity: Payments in Lieu of Taxes****Table 1. Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	104,108	103,909	+ 2	+ 10,000	113,911	+ 10,002
FTE	3	3	0	0	3	0

◆ Authorizations ◆

The *Payments In-Lieu of Taxes (PILT) Act of 1976, as amended (31.U.S.C. 6901-6907)* authorizes and directs the Secretary of the Interior to make a payment for each fiscal year to each unit of local general government in which entitlement land is located.

◆ Objectives ◆

The objectives of this program are to:

- determine the amounts of payments for which various local governments are eligible under 31 U.S.C. 6901-6907;
- make payments, to the extent that funds are available, to all qualified recipients; and,
- meet the Secretary's priority of fair compensation for the use of the public lands.

◆ 1996 Program ◆

31 U.S.C. 6901-6907 provides for payments to units of local general government (e.g., counties) which contain certain Federally owned lands within their boundaries. These payments are designed to supplement other Federal land revenue sharing payments that county governments may be receiving. PILT funds may be used by the recipients

for any governmental purpose. The PILT appropriation is also available to correct underpayment in the previous fiscal year to achieve equity among all qualified recipients.

31 U.S.C. 6901-6907 authorizes several types of annual payments to be made to eligible units of local government.

**◆ Entitlement Lands Payments ◆
(31 U.S.C. 6901)**

Payments to eligible units of local government are made, under one of two alternative procedures authorized by 31 U.S.C. 6901, based on the number of acres of "entitlement lands" within the county or other eligible unit of government. "Entitlement lands" consist of lands in the National Forest System, the National Park System, lands administered by the Bureau of Land Management (except for the revested Oregon & California Grant Lands, and the reconveyed Coos Bay Wagon Road Lands, both of which are addressed by separate revenue sharing laws), and lands dedicated to the use of Federal water resource development projects; dredge disposal areas under the jurisdiction of the Army Corps of Engineers; and, effective in 1979, National Wildlife Refuge areas withdrawn from the Public Domain; inactive and semi-active Army installations used for non-industrial purposes; and certain lands donated to the United States by State and local governments. The Act specifically prohibits pay-

ments for tax exempt lands (but not donated lands) acquired from State or local governments.

Under this provision, the PILT amount paid to the eligible recipients is determined by the higher calculation resulting from either of the following two alternative procedures:

① *Seventy-five cents for each acre of "entitlement land" with the boundaries of the unit of government, reduced by the amount of certain Federal land payments that were received by the unit of government in the preceding fiscal year. Only the amount of Federal land payments actually received by the units of government in the prior fiscal year is deducted. If a unit of government receives a federal land payment but is required by State law to pass all or part of this payment to financially and politically independent school districts or other single or special-purpose districts, such redistributed payments are considered not to have been received by the unit of local general government and are not deducted from the amount to be paid to the unit. The 11 Federal land payment laws that are considered in making this computation are as follows:*

• *Department of Agriculture Appropriations Act of 1908, (35 Stat. 251, 16 U.S.C. 500);*

• *Enabling Act of 1910 for Arizona and New Mexico, (36 Stat. 557);*

• *Mineral Leasing Act of 1920 (§35), (41 Stat. 450, 30 U.S.C. 191);*

• *Federal Power Act of 1920 (§17), (41 Stat. 1072, 16 U.S.C. 810);*

• *Taylor Grazing Act of 1934 (§10), (43 U.S.C. 315i);*

• *Bankhead-Jones Farm Tenant Act (§33), (50 Stat. 526, 7 U.S.C. 1012);*

• *The Act of June 22, 1948, relating to the Superior National Forest, State of Minnesota, (62 Stat. 570, 16 U.S.C. 577g);*

• *The Act of June 22, 1956, to amend the Act of June 22, 1948, (70 Stat. 366, 16 U.S.C. 355);*

• *Mineral Leasing Act for Acquired Lands of 1947 (§6), (61 Stat. 915, 30 U.S.C. 355);*

• *Material Disposal Act of 1947 (§3), (61 Stat. 681, 30 U.S.C. 603); and*

• *Refuge Revenue Sharing Act of 1978, (92 Stat. 1321, 16 U.S.C. 715s(c)(2)).*

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients. The amounts to be deducted are reported to the BLM each year by the Governor of each State or his delegate.

or,

② *Ten cents for each acre of "entitlement land" within the boundaries of the unit of government without any deductions made for the other Federal land payments received by the unit of government in the preceding fiscal year.*

Any payment made for "entitlement lands" is subject to a ceiling based on the population within the unit of government. The ceiling is based on a sliding scale, starting at \$50 per capita for populations up to 5,000. For populations between 49,000 and 50,000 the per capital payment may reach \$20 per capita, with a maximum payment of \$1,000,000. Under the first Alternative method of calculation, if the total calculated payment (75 cents per entitlement acre) exceeds the ceiling, the reductions for other Federal land payments received are made from the ceiling amount, not from the amount derived by multiplying 75 cents per acre.

◆Section 6904 Payments◆

Under 31 U.S.C. 6904, payments are also authorized for any lands or interests therein acquired after December 31, 1970, as additions to the National Park System or National Forest Wilderness Area. These lands must have been subject to local real property taxes within the five-year period preceding

the acquisition by the Federal government. Payments under this section are made in addition to payments for entitlement lands under 31 U.S.C. 6901. The payments are based on one percent of the fair market value of the lands at the time of acquisition, but may not exceed the amount of real property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired. Section 6904 payments for each acquisition are to be made annually for 5 years following each acquisition.

Federal payments of \$100 or more made under Section 6904 must be distributed by the recipient unit of local government to those units of local government and affected school districts which have incurred losses of real property taxes due to the acquisition of these lands or interests therein. Distribution shall be in proportion to the tax revenues assessed and levied by the affected units of local governments and school districts in the year prior to the acquisitions of these lands by the Federal government.

◆Section 6905 Payments◆

Under 31 U.S.C. 6905., payments are authorized for any lands or interests in lands owned by the Federal government in the Redwood National Park, or Acquired in the Lake Tahoe Basin under the *Act of December 22, 1980 (P.L. 96-586, 94 Stat. 3383)*. Section 6905 payments continue until the total amount paid equals 5 percent of the fair market value of the lands at the time of acquisition. However, the payment for each year cannot exceed the actual property taxes assessed and levied on the property during the last full fiscal year before the fiscal year in which the property was acquired by the Federal Government.

◆Administration Expenses◆

Up to \$400,000 of the Appropriation may be used for administrative expenses of implementing the Act such as coordination with Congress and other Federal land-managing agencies, communications with State officials and counties which receive payments, and the cost of salaries, expenses and ADP services needed to compute alternative pay-

ment calculations and the final disbursement schedule sent to Treasury.

◆Justification of 1996 Program Changes◆

Table 2. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	113,911	+10,000
FTE	3	0

The 1996 Budget Request is \$113,911,000, and 3 FTE, a program increase of \$10,000,000 and 0 FTE.

The recent passage of *P.L. 103-97, Payments in Lieu of Taxes Act*, dated October 22, 1994, which amends *31 U.S.C. 6901-6907*, authorizes higher PILT payments to state and local governments. An increase of \$10 million is proposed for 1996.

Table 3. Summary of Payments to Eligible Units of Government By State, BLM, 1994 Actual

<i>State/Territory</i>	<i>1994 Payment</i>	<i>State/Territory</i>	<i>1994 Payment</i>
Alabama	\$ 134,058	Montana	7,783,291
Alaska	4,885,636	Nebraska	324,383
Arizona	8,580,256	Nevada	6,849,893
Arkansas	1,691,923	New Hampshire	105,528
California	9,963,552	New Jersey	48,442
Colorado	6,368,278	New Mexico	10,631,758
Connecticut	24,859	New York	58,121
Delaware	9,576	North Carolina	1,291,199
District of Columbia	49,513	North Dakota	562,670
Florida	1,321,966	Ohio	249,079
Georgia	565,695	Oklahoma	821,846
Guam	895	Oregon	2,871,842
Hawaii	9,950	Pennsylvania	185,050
Idaho	7,277,229	Puerto Rico	22,292
Illinois	323,279	South Carolina	316,077
Indiana	225,433	South Dakota	1,148,838
Iowa	128,963	Tennessee	455,390
Kansas	337,733	Texas	1,289,183
Kentucky	499,567	Utah	8,829,214
Louisiana	151,528	Vermont	245,921
Maine	94,761	Virgin Islands	10,418
Maryland	45,860	Virginia	1,107,735
Massachusetts	51,554	Washington	1,382,747
Michigan	1,137,713	West Virginia	928,311
Minnesota	553,341	Wisconsin	376,375
Mississippi	402,443	Wyoming	5,422,227
Missouri	1,179,803	<i>Total</i>	99,333,194

Summary of Requirements by Object Class

Appropriation: Payments in Lieu of Taxes

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		212		2		3		217
11.9 Total personnel compensation	3	212	0	2	0	3	3	217
12.1 Civilian personnel benefits		26		--		2		28
25.2 Other services		230		--		20		250
31.0 Equipment		2		--		--		2
41.0 Grants, subsidies, & contributions		103,439		--		9,975		113,414
99.0 Total obligations	3	103,909	0	2	0	10,000	3	113,911

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Program and Financing (in thousands of dollars)

Identification code: 14-1114-0-1-806		1994 actual	1995 enacted	1996 estimate
Program by activities:				
10.00	Total obligations.....	99,928	103,909	113,911
Financing:				
17.00	Recovery of prior year obligations.....	(60)	0	0
21.40	Unobligated balance available, start of year.....	(9,455)	(4,255)	(4,255)
24.40	Unobligated balance available, end of year.....	4,255	4,255	4,255
25.00	Unobligated balance expiring.....	9,440	0	0
39.00	Budget authority	104,108	103,909	113,911
Budget Authority				
40.00	Appropriation	104,108	104,108	113,911
40.78	Percentage reduction pursuant to P. L. 103-332.....	0	(199)	0
43.00	Appropriation, (total).....	104,108	103,909	113,911
Relation of obligations to outlays:				
71.00	Total obligations.....	99,928	103,909	113,911
72.40	Obligated balance, start of year.....	421	47	0
74.40	Obligated balance, end of year.....	(47)	0	0
78.00	Adjustments in unexpired accounts.....	(60)	0	0
90.00	Outlays (net).....	100,242	103,956	113,911

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Object Classification (in thousands of dollars)

Identification code: 14-1114-0-1-806	1994 actual	1995 enacted	1996 estimate
11.1 Personnel compensation, full-time permanent.....	207	212	217
12.1 Civilian personnel benefits.....	25	26	28
13.0 Benefits for former personnel.....	25	0	0
25.2 Other services.....	128	230	250
31.0 Equipment.....	2	2	2
41.0 Grants, subsidies, and contributions.....	99,541	103,439	113,414
99.9 Total obligations.....	99,928	103,909	113,911

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PAYMENTS IN LIEU OF TAXES
Personnel Summary

Identification code: 14-1114-0-1-806	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	3	3	3

Appropriation: Land Acquisition

Appropriation Language Sheet

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, [\$14,785,000] \$24,473,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

For expenses necessary to carry out the provisions of sections 205, 206, and 318(d) of Public Law 94-579 including administrative expenses and acquisition of lands or waters, or interests therein, [\$14,785,000] \$24,473,000, to be derived from the Land and Water Conservation Fund, to remain available until expended.

16 U.S.C. 460l,
16 U.S.C. 460y,
43 U.S.C. 1715, 1716, 1748,
P.L. 95 103-332.

16 U.S.C. 460l provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King National Conservation Area.

43 U.S.C. 1715, 1716, and 1748 authorize the acquisition of lands or interests in lands where it is consistent with land use plans, by purchase, exchange, donation, or eminent domain, when such actions are in the public interest.

P.L. 103-332. The Department of the Interior and Related Agency Appropriation Act of 1995 provides funding for BLM programs.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) / Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
LAND ACQUISITION	46	12,122	78	14,757	(78)	(14,707)	70	24,423	70	24,473	(8)	9,716
Land Acquisition	24	10,845	32	11,164	(32)	(11,135)	22	20,344	22	20,373	(10)	9,209
Acquisition Mgmt	22	1,277	46	3,593	(46)	(3,572)	48	4,079	48	4,100	2	507

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Land Acquisition

	1995 Enacted	1996 Change
Additional cost in 1996 of the January 1995 Pay Raises	24	8
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1995.		
Additional cost in 1996 of the January 1996 Pay Raises		34
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		
One-additional Paid Day in Fiscal Year 1996		8
The adjustment reflects the fact that FY 1996 has one more paid day than in FY 1995.		
Decrease in Land Acquisition Projects (FTEs)	14,757 78	(14,757) (78)
The adjustment reflects a decrease for one-time funding for land acquisition projects made in FY 1995.		

BUREAU OF LAND MANAGEMENT
Analysis of Budgetary Resources by Activity
(dollars are in thousands)

Account: Land Acquisition
(14-5033-0-2-302)

Activity	1994 Actual BA	1995 Enacted To Date	1996 Budget Request	Dec. (-) Inc. (+) From 1995
Land Acquisition				
BA Available for obligation:				
Appropriation	10,845	11,185	20,373	+9,188
Reduction (P.L. 103-332)	--	(21)	--	+21
Unoblig. Bal. Start-of-Year	22,520	16,140	16,140	--
Recovery of Prior Year Oblig.	221	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	33,586	27,304	36,513	+9,209
Less obligations	(17,446)	(11,164)	(20,373)	-9,209
Unobligated Balance End of Year	16,140	16,140	16,140	--
FTE	24	32	22	-10

Acquisition Management

BA Available for obligation:				
Appropriation	1,277	3,600	4,100	+500
Reduction (P.L. 103-332)	--	(7)	--	+7
Unoblig. Bal. Start-of-Year	149	149	149	--
Recovery of Prior Year Oblig.	--	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	1,426	3,742	4,249	+507
Less obligations	(1,277)	(3,593)	(4,100)	-507
Unobligated Balance End of Year	149	149	149	--
FTE	22	46	48	+2

Land Acquisition Total

BA Available for obligation:				
Appropriation	12,122	14,785	24,473	+9,688
Reduction (P.L. 103-332)	--	(28)	--	+28
Unoblig. Bal. Start-of-Year	22,669	16,289	16,289	--
Recovery of Prior Year Oblig.	221	--	--	--
Transfers to/from Other Accts	--	--	--	--
Emerg. Auth. Reprogrammings	--	--	--	--
Replenishment Supplementals	--	--	--	--
Total BA Available	35,012	31,046	40,762	+ 9,716
Less obligations	(18,723)	(14,757)	(24,473)	-9,716
Unobligated Balance End of Year	16,289	16,289	16,289	--
FTE	46	78	70	-8

Activity Summary**Activity: Land Acquisition**

Table 1 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Land Acquisition \$	10,845	11,164	-11,135	+20,344	20,373	+9,290
FTE	24	32	-32	+22	22	-10
Acquisition Mgt \$	1,277	3,593	-3,572	+4,079	4,100	+507
FTE	22	46	-46	+48	48	+2
Total Dollars	12,122	14,757	-14,707	+24,423	24,473	+9,716
Total FTE	46	78	-78	+70	70	-8

→ Authorizations →

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1715, 1748(d)) provides authority for acquisition of lands or interests in lands when it is consistent with the mission of the Department and with land use plans (§205); in exercising this authority, appropriations from the Land and Water Conservation Fund (LWCF) may be used to purchase lands which are primarily of value for outdoor recreation purposes (§318(d) of FLPMA).

The Land and Water Conservation Fund Act of 1965, as amended (16 U.S.C. 460), authorizes planning, acquisition, and development of needed land and water areas and facilities; in exercising this authority, appropriated funds from the LWCF may be used for such acquisition to assist in preserving, developing, and assuring accessibility for the benefit of present and future citizens of the United States of America.

The King Range National Conservation Area Act of 1970, as amended (16 U.S.C. 460(y)), authorizes acquiring lands or interests in lands, within the King Range NCA area and selected adjacent lands.

An Act to provide for the designation and conservation of certain lands in Arizona and Idaho (16 U.S.C. 460) establishes the San Pedro Riparian National Conservation Area in Arizona and provides for management and development for recreation and other multiple use purposes.

The Arkansas-Idaho Land Exchange Act of 1992 (P.L. 102-584), authorizes an exchange of lands that will provide environmental and economic benefits to the States of Arkansas and Idaho.

16 U.S.C. 4601 provides that funds received by the Secretary as "exchange equalization payments" be deposited in the Treasury and are authorized to be appropriated for acquisitions in the King Range National Conservation Area and are to remain available until expended.

16 U.S.C. 460y authorizes acquisition of lands or interests in lands, within the area and proximate lands of the King Range National Conservation Area.

43 U.S.C. 1715, 1716, and 1748 authorize the acquisition of lands or interests in lands where it is

consistent with the mission of the Department and with land use plans, by purchase, exchange, donation, or eminent domain, when such actions are in the public interest.

P.L. 103-138, The Department of the Interior and Related Agencies Appropriation Act of 1994 provides funding for BLM programs.

◆ Activity Description ◆

Funds received by the Land Acquisition Activity provide opportunities to adjust the public land ownership patterns to improve its manageability and to acquire properties which contain special values that benefit the public through their acquisition. Funds are available until spent.

Types of acquisitions include easements, exchanges, and purchases. The preferred method of acquisition is exchange but it is sometimes necessary to acquire properties by purchase. Funds also are used to pay for the processing actions necessary to complete land acquisition. It covers costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

Activity: Land Acquisition

Subactivity: Land Acquisition

Table 2. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	11164	-11135	+20344	20373	+9,209
FTE	32	-32	+22	22	-10

◆ Objectives ◆

The objectives of the land acquisition program are to:

- carry out specific acquisition projects authorized by Acts of Congress by acquiring essential non-Federal lands or interests in lands;
- support the Administration's initiatives relating to natural resource and environmental infrastructure by:
 - supporting Biodiversity and "Fish and Wildlife 2000" by acquiring wildlife habitat, and riparian-wetland areas; and
 - supporting "Recreation 2000" by acquiring lands with recreational opportunities including wilderness inholdings and cultural resources or access to public lands offering these values;
- increase public land management efficiency through consolidation of public land in manageable areas;
- improve management of ecosystems by increasing protection of their sensitive natural resources through habitat and resource acquisition; and
- secure key properties necessary to protect endangered species, promote biological diversity or protect lands containing scarce or critical resources.

◆ 1996 Program ◆

The Land Acquisition projects provide opportunities to adjust the public land ownership pattern to

improve its manageability and to acquire properties which contain special values that benefit the public through their acquisition.

Types of acquisitions include easements, exchanges, and purchases. The preferred method of acquisition is exchange but it is sometimes necessary to acquire properties by purchase.

Many of the Congressionally approved projects have received multi-year funding. Carryover funds for some of the other projects funded in prior years will allow continued acquisition work on those projects.

◆ Justification of 1996 Program Changes ◆

Table 3. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	20373	20344
FTE	22	22

The 1996 Budget Request is \$20,373,000 and 22 FTE, a program increase of \$20,344,000 and 22 FTE. This is \$9,209,000 more than the 1995 enacted budget. It is also a reduction of 10 FTE from 1995.

◆ Acquisitions ◆

The method of determining Bureau priorities for LWCF projects includes application of weighted criteria. Each BLM State Office proposes its list of

prioritized projects and summary information which includes a project description and points received on the basis of application of the weighted criteria. All proposed projects are then reviewed, evaluated, and arrayed according to comprehensive Bureau priorities.

New appropriations for the proposed land acquisition projects listed in Table IV are requested for 1996. Emphasis will be on the use of land exchanges as the preferred method of acquiring lands to meet the Administration's initiatives, especially the protection and enhancement of wetlands and riparian areas.

Each of the projects in the 1996 Land Acquisition Project table are discussed on subsequent pages.

Table 4 1996 Land Acquisition Projects

PROJECT	STATE	COST (\$000s)
Santa Rosa Mts	CA	1,800
Criterion Ranch	OR	2,100
San Pedro National Conservation Area	AZ	1,000
South Fork Snake River	ID	140
Blackfoot River	MT	200
Upper Huerfano River	CO	1,445
Organ Mountains	NM	1,440
Idaho Lands	ID	1,950
Otay Mtn/Kuchamaa	CA	1,700
St. George Desert Tortoise Habitat	UT	2,000
Book Cliffs	UT	2,250
Upper Missouri River	MT	2,600
Arizona Wilderness	AZ	748
Emergency, Hardship, & Inholding Acquisitions	BLM-wide	1,000
TOTAL		\$20,373

Emergency/Hardship/Inholding Acquisition

BUREAUWIDE
Emergency/Hardship/Inholding Acquisition: \$1,000,000
These funds provide for the acquisition of tracts within designated recreation/conservation areas which become available for acquisition upon short notice. Acquisitions of these lands will prevent development or uses which may adversely impact resource values in the designated area and facilitate implementation of the management objectives for the area. This funding will also enable the agency to take advantage of "windows of opportunity" by acquiring important tracts as they become available or where potential conflicting property uses threaten resource values within a designated area.

Project 1. Santa Rosa Mountains

CALIFORNIA		Riverside County		Congressional District 44	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$3,968,000	\$1,800,000	46,000,000	\$110,000 est. (annual)	\$47,100,000 (over 10 yrs.)
Acres	7,000	2,000	58,320	N/A	58,320

Description: The scenic backdrop for the resort communities of the Coachella Valley was designated by Interior Secretary Manuel Lujan, Jr., as the Santa Rosa Mountains National Scenic Area on March 31, 1990. This designation, in recognition of the important scenic, cultural, recreational, wildlife and wilderness resources, has increased public interest and concern for this area. The Scenic Area designation, rapid residential growth of the Coachella Valley and the proximity to several resort communities which include Palm Springs, make these highly visible natural resources subject to mounting pressures from increased visitor use and residential development. Currently over two million people visit the Coachella Valley each year and many of these tourists join the local residents hiking, picnicking, horseback riding, bicycling, camping and sightseeing in the spectacular Scenic Area.

Wildlife and botanical values of the Santa Rosa Mountains were initially what drew agency attention to the area. It supports the nation's largest herd of state-listed Peninsular bighorn sheep, which has also been proposed for listing under federal law. Currently the herd is estimated to number approximately 200 and was declining in 1990. In addition, the only known population of the desert slender salamander occurs in one small box canyon within the Scenic Area. Other important wildlife resources include habitat for the federally-listed Least Bell's Vireo, numerous raptor nesting sites and rich array of wildlife species, including mule deer and mountain lion. There are also two wild horse herd management areas within the Scenic Area boundaries. Over 500 species of plants have been recorded in this well studied area, including six listed or sensitive plant species.

Of particular interest, are the eighteen fan palm oases within the Scenic Area. This unusual plant assemblage occurs where water runs close to the surface and provides a true oasis for wildlife species. These oases host many plants and animals which could not otherwise survive in the surrounding more xeric environment.

The acquisition of private land within the original Habitat Management Area and now the Scenic Area has been a priority for years. Substantial private inholdings are the real threat of development. The most critical bighorn sheep area has been incorporated into the Palm Springs City limits for future residential and commercial expansion. The threat of hillside development along the fringes of the mountain range and major development proposals for the interior were the impetus for a coordinated land acquisition program begun in 1980 between BLM and the California Department of Fish and Game with the signing of the Sikes Act Santa Rosa Mountain Habitat Management Plan. To date, the BLM and the State of California have acquired over 59 square miles.

Project 2. Criterion Ranch

OREGON		Wasco County		Congressional District 2	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$2,100,000	\$2,250,000	\$50,000 est. (annual)	\$2,750,000 (over 10 yrs.)
Acres	0	9,000	9,500	N/A	9,500
<i>Description:</i> The purpose of this project is to acquire an area of national significance, containing historic and cultural sites, and scenic areas within and adjacent to a federally designated Wild and Scenic River and State Scenic Waterway. It also includes riparian areas as well as important wildlife habitat and recreational lands. Much of the property is situated along the Deschutes River Canyon and its tributaries. The elevation difference between the Deschutes River and the top of the canyon is about 1800 feet and consists of multicolored basalt formations with talus slopes. The upland areas offer majestic vistas of the river, the Cascade Mountains and adjacent areas. This block of land comprises about 9500 acres and would enhance manageability of public land by connecting 9 existing tracts of public lands. The lands support big game including elk, antelope, and mule deer. Bird species include chukar, quail, eagles, hawks and numerous non-game species. There is a high probability for significant cultural values associated with several caves found in the area near the Deschutes River. The acquisition would provide foot access into the Deschutes River Canyon. When combined with the existing adjacent public lands, would provide the largest single block of BLM managed lands on the lower Deschutes River. The acquisition is in conformance with the Two Rivers Resource Management Plan, completed by BLM in 1986.					

Project 3. San Pedro Riparian National Conservation Area

ARIZONA		Cochise County		Congressional District 5	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$2,314,000	\$1,000,000	\$7,000,000	\$200,000 (annual)	\$9,000,000 (over 10 years)
Acres	2870	250	3090	N/A	3090
<i>Description:</i> The purpose of this project is to consolidate federal ownership within the San Pedro Riparian National Conservation Area (RNCA). The Arizona-Idaho Conservation Act of 1988 established the RNCA to protect the riparian area and the aquatic, wildlife, archaeological, paleontological, scientific, cultural, educational, and recreational resources of lands surrounding the San Pedro River. The proposed acquisitions will prevent future conflicting uses and development of the Conservation Area. BLM manages a nearly contiguous stretch of approximately 35 miles of the river. The San Pedro River is one of the last free-flowing rivers in the desert southwest. It is a major migratory corridor for many species of neotropical birds. For its size, the conservation area has the highest known diversity of birdlife of any non-coastal area in the United States; 381 species of birds have been observed in or adjacent to the RNCA. The primary vegetation communities of concern are the mesquite bosque and cottonwood willow forest types which are found only in well watered areas of the desert such as the RNCA. The RNCA preserves many important historical features. The Presidio Santa Cruz de Terrenate, a Spanish fort abandoned in 1780, has been interpreted for the public. The Lehner Mammoth Kill Site and Murray Springs Clovis Site, holding a wealth of the prehistoric hunting artifacts of man, have been excavated and interpreted. The Fairbanks Mercantile, a relic of old west commerce, is also being preserved for the public on the RNCA.					

Project 4. South Fork Snake River

IDAHO		Bonneville, Jefferson Counties		Congressional District 2	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$780,000	\$140,000	\$1,750,000	\$40,000 (annual)	\$2,150,000 (over 10 years)
Acres	955	200	2000	N/A	2000
<i>Description:</i> The purpose of this project is to acquire key properties along the South Fork Snake River. Acquisition of key property will benefit both the ecosystem and public use and enjoyment. According to the U. S. Fish and Wildlife Service, the South Fork Snake River is the best cottonwood/riparian ecosystem remaining in the western United States. It is considered one of Idaho's most important ecosystems; it fledges over one-half of Idaho's bald eagles, and supports a trophy trout fishery. Current acquisitions have focused on the canyon stretch of the river. However, significant acquisition needs are developing on both the upper and lower portions of the river since subdivisions and other developments incompatible with the natural character of the river area are proposed there.					

Project 5. Blackfoot River Corridor

MONTANA		Missoula County		Congressional District 1	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$750,000	\$750,000 (Purchase cost only.)	\$25,000 est. (annual)	\$1,000,000 (over 10 yrs.)
Acres	0	2,400	2,400	N/A	2,400
<i>Description:</i> This is a combination land exchange (75%) and purchase (25%). Total value of the lands to be acquired is approximately \$3,000,000. There are two acquisition locations within the river corridor. One is approximately 1,800 acres on both sides of a 10 mile stretch of the Lower Blackfoot River Canyon, 20 miles east of Missoula; the other is 616 acres of riparian/wetland/upland at the confluence of the Clearwater River and Salmon Lake. Both tracts have good legal and physical public access. Acquisition in these two areas will provide outstanding opportunities for wildlife viewing as well as fishing and hunting. Both tracts possess exceptional biological diversity and high scenic values. Because of the scenic qualities, the Lower Blackfoot River Canyon and Salmon Lake are prime acreage for subdivision development. Public ownership will protect these lands from development and preserve the natural values for public use. The Blackfoot River and its tributaries historically have had abundant trout species--bull, cutthroat, brown and rainbow. Remnant wild populations of native trout, bull, and cutthroat still occur. Mountain whitefish add to the winter fishing popularity. The entire area is important winter range for white-tailed deer, mule deer, elk, and moose. The richness of this raptor habitat provides seasonal and yearlong foraging and nesting for bald eagles, golden eagles, osprey, prairie falcon, red-tailed hawks, great horned owls, and saw-whet owls. Waterfowl are represented by both duck and geese which commonly nest and migrate in the eastern part of the Pacific Flyway. The diverse habitat also supports cavity dwellers (pileated woodpecker to mountain bluebird), and neotropical migrant songbirds.					

Project 6. Upper Huerfano River

COLORADO		Huerfano County		Congressional District 3	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	1,445	\$2,000,000	est. \$20,000 (annual)	\$2,200,000 (over 10 yrs.)
Acres	0	5,700	16,800	N/A	16,800

Description: The Upper Huerfano River valley contains some of the most unique and outstanding wildlife values in southern Colorado. The project area has relatively little development so that huge expanses of "wild" country still exist. The diverse habitats, which include riparian areas, woodlands, spruce-fir forests, and alpine meadows, are in good to excellent condition throughout the area and sustain a wide variety of fauna and flora.

The area provides critical winter range, calving areas, and migration corridors for the Rocky Mountain elk. Elk winter in large numbers in the southeastern part of the upper Huerfano River drainage. Critical elk calving habitat lies between the central mountains and higher elevations west of Huerfano River State Wildlife Area. Elk have increased in suitable habitats throughout the area and now number between 1,000 and 1,200 animals. Hunter access is needed to help control the elk populations. In 1991 the Colorado Division of Wildlife (CDOW) initiated the Habitat Partnership Program (HPP), working with Federal agencies and private landowners to deal with wildlife conflicts. A major objective of the Habitat Partnership plan for the Upper Huerfano valley is to pursue land exchanges and purchases that will help reduce the dependence of elk on privately owned winter ranges and will provide access for elk harvest in areas not available to the public in the past.

A herd of approximately 125 bighorn sheep uses the east central mountain ranges. This herd also is expanding and provides sport hunting where access can be gained. Pronghorn antelope are found in the lower grassland habitats throughout the area and mule deer are numerous in mountain shrub habitats. Other species found here include mountain lion, black bear, coyote, and many other predators. Blue grouse, Merriam's turkey, and band-tailed pigeon are common.

A unique geologic feature of the area are the volcanic dikes that protrude from the mountains. These dikes provide outstanding nesting habitat for raptors. Golden eagles, red-tailed hawks, kestrels, and great horned owls use the dikes extensively and are numerous. The area also has suitable habitat for the endangered peregrine falcon and Mexican spotted owl. Numerous creeks and small streams drain from the high mountains all through the area and sustain good populations of fish. Brook trout are the most common with cutthroat and brown trout also present.

BLM has an opportunity for purchasing 3,600 acres at approximately \$1.0 million as the first phase of acquisition in this area. It is estimated over 60 percent of the remaining lands can be acquired by land exchange. BLM is also pursuing partnerships with non-profit organizations to assist in the preservation of these lands from development.

Preservation of lands from development is critical as is the need to provide additional public access to the Federal lands.

Project 7. Organ Mountains

NEW MEXICO		Dona Ana County		Congressional District 2	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$392,000	\$1,440,000	\$5,176,000 (est.)	est. \$100,000 (annual)	\$6,176,000 (over 10 yrs.)
Acres	400	800	3,000	N/A	3,000
<i>Description:</i> The purpose of this project is to acquire private land within the Organ Mountains Recreation Lands (OMRL) and scenic Area of Critical Environmental Concern (ACEC). There is significant pressure for rural residential development on private land in or near the Organ Mountains. Development here is most destructive of the resource values and scenic vistas. The Organ Mountains are comprised of three major life zones. The habitat supports approximately 250 species of birds and 70 species of mammals. The mountains provide habitat for the Federally endangered peregrine falcon. There is a variety of archeological sites within the OMRL. Historic sites include Van Patten's resort and the Boyd Tuberculosis Sanatorium ruins at Dripping Springs.					

Project 8. Idaho Lands

IDAHO		Idaho, Lewis, Nez Perce, Clear-water, Adams, Latah, Kootenai, Bonner, Boundary, Shoshone, Benewah Counties		Congressional District 1	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$5,472,000	\$1,500,000	\$27,000,000	\$100,000 est. (annual)	\$28,000,000 (over 10 yrs.)
Acres	2850	700	8,900+	N/A	8,900+
<i>Description:</i> This acquisition project is the result of an interstate land exchange authorized by Public Law 102-584, (Arkansas-Idaho Land Exchange Act of 1992). Approximately 18,700 acres of high value old growth forest land were removed from the District's available exchange base as a result of the interstate exchange between the U. S. Fish and Wildlife Service and Potlatch Corporation. Remaining BLM land available for disposal through land exchange is not sufficient to facilitate ongoing and anticipated acquisitions within the project boundary. Acquired properties will enhance public use of a Special Recreation Management Area, improve a jointly managed wildlife management area, and increase public land ownership within an Area of Critical Environmental Concern. Several miles of a pristine creek within a sensitive watershed would be acquired, allowing protection of a high-quality fishery and forest habitat. The project is located in an 11 county area in northern Idaho where there is a broad variety of resource values and habitats. The greatest emphasis for acquisition is in areas which provide the public the greatest direct benefit such as those with recreation and important habitat values.					

Project 9. Otay Mountain/Kuchamaa

CALIFORNIA		San Diego County		Congressional District 45	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0	\$1,700,000	\$20,000,000	est. \$100,000 (annual)	\$21,000,000 (over 10 yrs.)
Acres	0	1,100	10,000	N/A	
<i>Description:</i> The purpose of this project is to acquire 10,000 acres of private land within the boundary of a 38,000-acre acquisition area twenty miles east of the city of San Diego. The acquisition area links public lands at Otay Mountain and Cedar Canyon with public lands at Little Tecate Peak and Kuchamaa. There are approximately 18,000 acres of public lands in the area. Not all private lands will be acquired. The acquisition area overlaps the Otay National Cooperative Land and Wildlife Management Area, designated in 1952. The Otay Mountain area is the focus of California Natural Community Conservation Planning efforts to protect the rapidly, diminishing habitat of the coastal sage scrub and California gnatcatcher. It is also the focus of multi-habitat/species conservation planning efforts by the City and County of San Diego and the San Diego Association of Governments (SANDAG). These programs will protect key habitat areas and wildlife corridors and meet the requirements of the Federal and State Endangered Species Acts in a manner consistent with land use and economic objectives of the San Diego Region. The BLM in conjunction with the California Department of Fish & Game and the U.S. Fish & Wildlife Service, signed a Memorandum of Understanding (MOU) with the City and County of San Diego and SANDAG to develop a proactive, coordinated planning and acquisition effort for lands necessary to protect the habitats of the area's native plant and animal species. Otay Mountain supports at least fifteen plant species which are candidates for federal listing, including the world's largest stand of Tecate cypress. Four other species of plants are found on or in the vicinity of Otay Mountain. Thirty seven plant species found on Otay Mountain are listed as sensitive by the California Native Plant Society. Sensitive wildlife species found there include the California Gnatcatcher, and two federal candidate species, the orange-throated whiptail and coast horned-lizard. Other wildlife species of interest are mountain lion, mule deer, ringtail cat, and the Monterey and the arboreal salamanders. Kuchamaa, also known as Tecate Peak, and Little Tecate Peak, is located east of Otay Mountain, and is proposed for ACEC designation. These mountains are a cultural link for the Kumeyaay People to their religious heritage resulting in designation on the National Register of Historic Places. Tecate Peak also has a large stand of Tecate cypress. There are two wilderness study areas within the acquisition area. The Bureau will work closely with the U.S. Fish and Wildlife Service, the California Department of Fish and Game and San Diego County to coordinate management of key areas.					

Project 10. St. George Desert Tortoise Area

UTAH		Washington County		Congressional District 1	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	0 ¹	\$2,000,000	\$7,000,000 (LWCF)	²	²
Acres	0	est. 4,000	est. 15,000 acres	N/A	
<i>Description:</i> BLM and Washington County, Utah are coordinating the preparation of a Habitat Conservation Plan (HCP) under the Endangered Species Act for the Mojave Desert Tortoise and seven other federally listed threatened and endangered species, and 39 candidate species. The plan is consistent with the recommendations of the recently released Draft Desert Tortoise Recovery Plan. Preserved lands will be under BLM ownership and management. ¹ This is a new project which was first funded in FY 1995. It received \$1,996,000. ² It is anticipated that through the HCP, up to \$10,000,000 will be collected over the course of the 20-year permit period. Those funds will pay for some land acquisition, BLM staff costs, fencing, and other mitigation measures.					

Project 11. Book Cliffs

UTAH		Uintah & Grand Counties		Congressional District 3	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$194,000	\$2,250,000	\$3,800,000	est. \$80,000 (annual)	\$4,600,000 (over 10 yrs.)
Acres	1000	7000	11,000*	N/A	*
<i>Description:</i> This project proposes to acquire private lands from four ranches to allow improved management of wildlife, fisheries and recreation. The ranches are located in canyon bottoms which contain streams and roadways which provide access to nearly 450,000 acres of Federal and State lands. This project is an opportunity to take a balanced ecosystem approach to manage the area's unique natural resources. The project involves about 50 miles of trout fishery and riparian habitat. Excellent outdoor recreation opportunities exist as well as potential for reestablishing sensitive species such as peregrine falcon, bald eagles and Colorado cutthroat trout. This unique area contains widely diverse ecosystems and maintains a "frontier mystique." It begins in the northern desert shrub zone at about 5,500 feet elevation and rises southward to about 8,500 feet in the aspen and fir zones. Important wildlife species in the area include deer, elk, antelope, mountain lion, black bear, waterfowl, shorebirds, blue and sage grouse, golden eagles, numerous hawks, and many small mammals, birds, amphibians, and reptiles. Several endangered or sensitive species that may be native or which have been reported in the area include wintering populations of bald eagles, the Mexican spotted owl, ferruginous hawk, peregrine falcon, and Colorado cutthroat trout. Moose, bison, and bighorn sheep have also been reported in the area. The area includes critical summer and winter ranges for wildlife. * Some of the cooperators in the project will be landowners also. The total acreage in the project area is about 450,000 acres. BLM's portion of the ownership will be determined in the future. Cooperators include the Utah Division of Wildlife Resources, Rocky Mountain Elk Foundation, and The Nature Conservancy.					

Project 12. Upper Missouri National Wild & Scenic River

MONTANA		Fergus, Choteau Counties		Congressional District 1	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost	\$1,569,566	\$2,600,000	\$3,320,000	\$80,000 (annual)	\$4,120,000 (over 10 years)
Acres	6,100	12,848	17,248	N/A	17,248
<i>Description:</i> The purpose of this project is to acquire several important properties essential to good river management along the Upper Missouri National Wild and Scenic River, and the Lewis and Clark National Historical Trail. These properties include part of the Judith River and important scenic, ecological, historical, cultural, wildlife and recreational resources, as well as key access points. They are identified in the West Hiline Resource Management Plan of 1988 and the Upper Missouri National Wild and Scenic River Plan Update of 1993. The Judith River is one of the last free-flowing rivers on the Great Plains and contains a fully functioning riparian ecosystem. In addition to improved access to the River, BLM has entered into discussions regarding the development of cooperative wildlife enhancing projects for upland game birds and waterfowl.					

Project 13. Arizona Wilderness

ARIZONA		Maricopa, Mohave, LaPaz, Yuma, Yavapai, Graham, Greenlee, Cochise Counties		Congressional Districts 2, 3, 5	
	To Date	FY 96	Acquisition Total	Out year costs (development, O&M, etc.)	Total
Cost		\$1,260,000	\$3,600,000	\$20,000 est. (annual)	\$3,800,000 (over 10 yrs.)
Acres	0	6,900	20,000	N/A	20,000
<i>Description:</i> The purpose of this project is to acquire private and State inholdings within the designated wilderness areas in Arizona. Public lands in Arizona were designated as wilderness by the Arizona Wilderness Act of 1984 and the Arizona Desert Wilderness Act of 1990, as components of the National Wilderness Preservation System. Federal acquisition and consolidation of lands and access will be critical to successfully managing the areas to preserve and protect wilderness values, recreation values, wetland/riparian values, scenic values and threatened/endangered species and habitat. Currently, the potential exists for degradation from commercial/private development, range improvements and road construction to private inholdings. The wilderness areas represent the great Southwestern deserts-Sonoran, Mojave and Chihuahuan. These desert lands provide contrasting scenery and abundant recreational opportunities. Hikers can literally squeeze through narrow canyon trails, climb rugged mountain peaks, or discover cultural landmarks and artifacts hidden inside canyons or prehistoric caves. Rocky escarpments provide important habitat for bighorn sheep. Visitors will find ephemeral waterfalls and ample opportunities for solitude. A variety of wildlife including peregrine falcons, deer, javelinas, desert tortoise, Gila monsters, Coatimundi, quail and raptors exist in these areas. The lush riparian vegetation along Aravaipa Creek and its tributaries provide a desert sanctuary for at least 158 species of birds including the stunning vermillion flycatcher and the Gambel's quail. * This is a new project which received \$629,000 in FY 1995.					

Activity: Land Acquisition

Subactivity: Acquisition Management & Exchanges

Table 5. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	3,593	-3572	+4079	4,100	+507
FTE	46	-46	+48	48	-2

♦ 1996 Program ♦

The Acquisition Management program provides the required technical, administrative and program management support to guide the development and implementation of the BLM land acquisition program. Processing purchases and exchanges include costs associated with title research, appraisals, project planning, surveys, program coordination with other program areas and with local governments and private parties as well as administrative support services necessary for the land acquisition program.

♦ Land Exchange ♦

Land exchange is the preferred method of land acquisition and will receive greater emphasis in 1995. About 250,000 acres are acquired annually through exchange. Some exchanges are partially funded by the Land and Water Conservation Fund through the Land Acquisition Appropriation.

Others are processed through the Lands and Realty Management Activity in the Management of Lands and Resources Appropriation.

Acquisition through exchange is cheaper for the Federal government than purchase but is more time consuming than most purchases. Processing costs for exchanges are usually higher than purchases but land exchanges remain the preferred method of acquisition due to their relatively low impact on local government revenues. While exchanged parcels may vary in size, their values are about the same. Unless purchases are offset by disposals, land which has been taxable is

removed from tax liability, reducing local jurisdiction revenues.

Despite the preference for exchange as the mechanism for land acquisition, there are circumstances which make purchase the only timely alternative. If funds are available for purchase, it is possible to prevent loss of sensitive resources by purchasing the land in a relatively short time frame.

♦ Justification of 1996 Program Changes ♦

Table 6. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	4,100	+507
FTE	48	+2

The 1996 Budget Request is \$ 4,100 and 48 FTE, a program increase of \$507 and 2 FTE. The net increase is for land exchanges in support of Departmental priorities.

The increase includes funding for land exchanges to acquire sensitive resources in selected areas to facilitate resolution of resource management conflicts. Greater emphasis on exchanges increases the number of options available during negotiations with resource owners.

Sensitive resources are often found within private inholdings or parcels which, if acquired, will improve ownership patterns and allow improved resource management.

Funds will be available to resolve resource and land ownership pattern concerns in areas such as the following examples:

- Southwest Utah which includes concerns for two specific resources, the Utah population of the desert tortoise and a portion of the riparian habitat along the Virgin River, and

- Desert Tortoise Habitat which is found in California, Nevada, Arizona, and Utah; each state has dealt with development issues which may impact tortoise habitat; the availability of funds to pursue exchanges will reduce the rate of loss of tortoise habitat by providing additional options for exchange to acquire and protect sensitive habitat. Examples of opportunities to participate in exchanges are in the Las Vegas area where the need for urban expansion has come into direct conflict with desert tortoise habitat protection and the California desert where several proposed actions have the potential to remove additional tortoise habitat. In each case, high-quality offsetting habitat is being sought to compensate for impacts to the tortoise habitat.

Summary of Requirements by Object Class

Appropriation: Land Acquisition

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		3,434		(3,386)		2,818		2,866
11.3 Other than full-time permanent		130		(128)		107		109
11.5 Other personnel compensation		56		(56)		46		46
11.8 Special personal svcs payments		5		(5)		5		5
11.9 Total personnel compensation	78	3,625	(78)	(3,575)	70	2,976	70	3,026
12.1 Civilian personnel benefits		649		(649)		541		541
13.0 Benefits for former personnel		10		(10)		13		13
21.0 Travel & transportation of persons		40		(40)		65		65
22.0 Transportation of things		30		(30)		40		40
23.2 Rental payments to others		8		(8)		17		17
23.3 Communications, utilities, & misc		9		(9)		21		21
24.0 Printing and reproduction		10		(10)		15		15
25.2 Other services		1,461		(1,461)		3,245		3,245
26.0 Supplies and Materials		35		(35)		40		40
31.0 Equipment		30		(30)		50		50
32.0 Lands and structures		8,850		(8,850)		17,400		17,400
99.9 Total obligations	78	14,757	(78)	(14,707)	70	24,423	70	24,473

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Program and Financing (in thousands of dollars)

Identification code: 14-5033-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
Direct program:			
00.01 Operating expenses.....	4,199	7,340	7,855
01.01 Capital Investment.....	14,524	7,417	16,588
10.00 Total obligations.....	18,723	14,757	24,473
Financing:			
17.00 Recovery of prior year obligations.....	(221)	0	0
21.40 Unobligated balance available, start of year.....	(22,669)	(16,289)	(16,289)
24.40 Unobligated balance available, end of year.....	16,289	16,289	16,289
39.00 Budget authority	12,122	14,757	24,473
Budget Authority			
40.00 Appropriation	12,122	14,785	24,473
40.78 Percentage reduction pursuant to P. L. 103-332.....	0	(28)	0
43.00 Appropriation, (total).....	12,122	14,757	24,473
Relation of obligations to outlays:			
71.00 Obligations incurred, net.....	18,723	14,757	24,473
72.40 Obligated balance, start of year.....	3,653	1,720	4,901
74.40 Obligated balance, end of year.....	(1,720)	(4,901)	(11,771)
78.00 Adjustments in unexpired accounts.....	(221)	0	0
90.00 Outlays (net).....	20,435	11,576	17,603

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Object Classification (in thousands of dollars)

Identification code: 14-5033-0-2-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	1,952	3,434	2,866
11.3 Other than full-time permanent.....	75	130	109
11.5 Other personnel compensation.....	32	56	46
11.8 Special personal services payments.....	3	5	5
11.9 Total personnel compensation.....	2,062	3,625	3,026
12.1 Civilian personnel benefits.....	373	649	541
13.0 Benefits for former personnel.....	11	10	13
21.0 Travel and transportation of persons.....	63	40	65
22.0 Transportation of things.....	34	30	40
23.2 Rental payments to others.....	6	8	17
23.3 Communications, utilities, and miscellaneous charges.....	9	9	21
24.0 Printing and reproduction.....	12	10	15
25.2 Other services.....	1,547	1,461	3,245
26.0 Supplies and materials.....	44	35	40
31.0 Equipment.....	38	30	50
32.0 Land and structures.....	14,524	8,850	17,400
99.9 Total obligations.....	18,723	14,757	24,473

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
LAND ACQUISITION
Personnel Summary

Identification code: 14-5033-0-2-302	1994 actual	1995 enacted	1996 estimate
Total compensation workyears:			
Full-time equivalent employment.....	46	78	70
Full-time equivalent of overtime and holiday hours.....	0	0	0

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Appropriation: Oregon and California Grant Lands*Appropriation Language Sheet*

For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way; and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$97,364,000] \$112,752,000, to remain available until expended: *Provided*, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land-grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876).

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

1. "For expenses necessary for management, protection, and development of resources and for construction, operation, and maintenance of access roads, reforestation, and other improvements on the revested Oregon and California Railroad grant lands, on other Federal lands in the Oregon and California land-grant counties of Oregon, and on adjacent rights-of-way, and acquisition of lands or interests therein including existing connecting roads on or adjacent to such grant lands; [\$97,364,000] \$112,752,000, to remain available until expended:"

16 U.S.C. 594
43 U.S.C. 1181 a,b,d-f
43 U.S.C. 1701 et seq.
53 Stat. 753
P.L. 103-332

43 U.S.C. 1181 a, b, d-f, the Oregon and California Grant Lands Act of 1937, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the Public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the Public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair market value for the use of the public lands and

their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all public lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

2. "Provided, That 25 per centum of the aggregate of all receipts during the current fiscal year from the revested Oregon and California Railroad grant lands is hereby made a charge against the Oregon and California land grant fund and shall be transferred to the General Fund in the Treasury in accordance with the provisions of the second paragraph of subsection (b) of title II of the Act of August 28, 1937 (50 Stat. 876)."

This language was first enacted in the 1953 *Interior Department Appropriations Act* when a portion of funds appropriated in the BLM "Construction" account were provided specifically for construction and acquisition projects and made a reimbursable charge against the one-third portion of receipts which were eligible to be returned to the O&C counties under the provision of the second paragraph of subsection (b) of Title II of the O&C Act. This language has been included in all subsequent appropriations.

◆Authorizations◆

16 U.S.C. 594 provides for the Secretary of the Interior to protect and preserve, from fire, disease,

or the ravages of beetles or other insects, timber on the public lands owned by the United States.

43 U.S.C. 1181 a, b, d-f, the Oregon and California Grant Lands Act of 1937, provides for management of the revested Oregon and California Railroad and reconveyed Coos Bay Wagon Road grant lands for permanent forest production under the principle of sustained yield; for cooperative agreements with other agencies or private owners for coordinated administration; for leasing of lands for grazing; for performing any and all acts and for making such rules and regulations as may be necessary and proper for administering such lands; and for distribution of receipts.

43 U.S.C. 1701 et seq., the Federal Land Policy and Management Act of 1976, as amended, provides for the public lands to be generally retained in Federal ownership; for periodic and systematic inventory of the public lands and their resources; for a review of existing withdrawals and classifications; for establishing comprehensive rules and regulations for administering public land statutes; for multiple-use management on a sustained yield basis; for protection of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values; for receiving fair

market value for the use of the public lands and their resources; for establishing uniform procedures for any disposal, acquisition, or exchange; for protecting areas of critical environmental concern; and for recognizing the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands, including implementation of the Mining and Minerals Policy Act of 1970.

The Federal Land Policy and Management Act, applies to all public lands which include the O&C Grant Lands by definition (43 U.S.C. 1702). However, §701(b) of FLPMA (43 U.S.C. 1701 note) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and Coos Bay Wagon Road Act, insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

53 Stat. 753, The act of May 24, 1939 relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands located in western Oregon.

P.L. 103 - 332, The Department of the Interior and Related Agencies Appropriation Act of 1995 provides funding for BLM programs.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) / Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
OREGON & CALIFORNIA GRANT LANDS	1,101	87,852	1,290	97,364	0	1,378	102	14,010	1,392	112,752	102	15,388
Western Oregon												
Construction & Acquisition	6	898	6	884	0	10	0	(404)	6	490	0	(394)
Construction	1	581	2	604	0	0	0	(404)	2	200	0	(404)
Acquisition	5	317	4	280	0	10	0	0	4	290	0	10
Western Oregon												
Facilities Maintenance	121	9,867	122	9,893	0	53	(6)	(1,570)	116	8,376	(6)	(1,517)
Facilities Maintenance	39	3,056	39	3,070	0	23	(5)	(540)	34	2,553	(5)	(517)
Transportation Maintenance	82	6,811	83	6,823	0	30	(1)	(1,030)	82	5,823	(1)	(1,000)
Western Oregon												
Resources Mgmt	963	69,437	1,136	71,962	0	1,294	78	4,966	1,214	78,222	78	6,280
Forest	330	20,065	425	20,838	0	296	(36)	(2,000)	389	19,134	(36)	(1,704)
Reforestation & Forest Development	265	22,939	358	23,000	0	371	23	3,200	381	26,571	23	3,571
Other Forest Resources	343	25,131	328	26,818	0	608	91	3,766	419	31,192	91	4,374
Resource Mgt Planning	25	1,302	25	1,306	0	19	0	0	25	1,325	0	19
Western Oregon												
Information & Data System	11	2,850	11	2,648	0	16	0	0	11	2,664	0	16
Info Systems Operations & Maintenance	11	2,435	10	2,433	0	16	0	0	10	2,449	0	16
Resource Data Acquisition & Management	1	215	1	215	0	0	0	0	1	215	0	0
Jobs-in-the-Woods	0	5,000	15	11,977	0	5	30	11,018	45	23,000	30	11,023

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES

(dollars are in thousands)

Oregon and California Grant Lands

	1995 Enacted	1996 Change
Additional cost in 1996 of the January 1995 Pay Raises	333	183
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1995.		
Additional cost in 1996 of the January 1996 Pay Raises		911
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		
One-additional Paid Day in Fiscal Year 1996		179
The adjustment reflects the fact that FY 1996 has one more paid day than in FY 1995.		
Per Capita Charge Required by Buy-out Legislation		105
The adjustment is to offset the \$80 per employee charge placed on Federal agencies through 1998 by the Federal Workforce Restructuring Act of 1994.		

• Appropriation Summary Statement •

The Oregon and California (O&C) Grant Lands appropriation primarily provides for management of the reverted Oregon and California Railroad Grant Lands and the reconveyed Coos Bay Wagon Road (CBWR) Grant Lands. As mandated by the O&C Act of 1937 (43 U.S.C. 1181), these lands are managed for permanent forest production under the principle of sustained yield. Other activities on O&C lands include: Wilderness, Recreation, Riparian and Aquatic, Upland Resources and Wildlife management programs. BLM also constructs and maintains facilities in support of O&C programs, and does planning and resource analysis.

Resources on intermingled Public Domain land (about 10% of the land base) are managed under the provisions of the Federal Land Policy and Management Act (FLPMA) of 1976 and are also included in this appropriation. Land classifications receiving funding from this appropriation are shown in the following table.

Table I. Land Status of BLM-Managed Lands in Western Oregon.

Land Status	Acres
Oregon and California Grant Lands	2,072,000
Coos Bay Wagon Road Lands	75,000
Public Domain	239,500
Total, BLM western Oregon lands	2,386,500

Programs conducted on certain additional O&C lands (492,399 acres) within National Forests are managed by the Forest Service and included in the Forest Service budget request.

The BLM management objectives in western Oregon are largely the same as those for the management of Public Land throughout the Nation: to provide for ecosystem diversity and sustainability

while providing an array of multiple use benefits and services to local communities and the general public. The maintenance and enhancement of biological diversity, and ensuring sustainability of renewable resources, will provide a permanent supply of timber; protect and enhance watersheds, fish and wildlife habitat, provide recreational opportunities; and contribute to the economic stability of local communities dependent upon these lands.

The following major activities are financed by this appropriation:

• Western Oregon Resources Management

Provides for the management of 2.4 million acres of lands which are primarily forest ecosystems in western Oregon. These lands support a number of resource management activities described in the *Forest Plan for a Sustainable Economy and Sustainable Environment* and Resource Management Plans, including ecological timber sale, grazing, watershed management, wildlife habitat and fisheries, and recreation and cultural resources. All activities are planned as a complementary activity in conjunction with providing ecosystem diversity and sustainability. Resource management planning is also included in this activity.

• Western Oregon Information and Resource Data Systems:

Provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the implementation of the new RMPs in 1995, the program focus has changed from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

• Western Oregon Facilities Maintenance:

Provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation

system necessary for the management of the lands in western Oregon.

· Western Oregon Construction and Acquisition:

Provides for the acquisition of road easements and road use agreements for timber site access and for other resource management activities; transportation planning and survey and design of access and other resource management roads; several construction projects on BLM lands in western Oregon; and rock aggregate used in the construction of access roads.

· Jobs in the Woods:

Provides for the creation of jobs for displaced forest workers and to restore impaired ecosystems. Projects include wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, and road and bridge replacement, improvement and repair.

◆ Presidential and Secretarial Initiatives ◆

Most habitat for the northern spotted owl is found in forests lands of western Oregon, Washington, and northern California. Timber harvesting and other management activities on these lands affect these owls and their habitat.

Since the northern spotted owl was identified in the early 1980's as an indicator species for old-growth forest, protection of the spotted owl has been a national controversy involving executive branch land management agencies, the judicial branch, and the legislative branch of the federal government. For example, in 1989 environmental groups obtained injunctions prohibiting the sale of old-growth timber on lands administered by the BLM near spotted owl sites. In June 1990, the US Fish and Wildlife Service listed the northern spotted owl as "threatened" under the Endangered Species Act. In May 1991, Western District Judge Dwyer, enjoined the Forest Service from issuing new timber sales within northern spotted owl habitat until agencies completed an Environmental

Impact Statement and plan to protect the owl and other old-growth related species.

◆ The Administration's Forest Plan ◆

The controversy over protecting the owl and its habitat is part of the larger debate over management of old-growth forests. To address the regional issues and break up the operational gridlock, President Clinton resolved to find a solution to the controversy in the northwest region. The President convened a Forest Conference on April 2, 1993 in Portland, Oregon. The Conference focused on how public lands should be managed to recognize the need to protect and preserve old growth forests, fish, wildlife, and water as well as the needs of the workers, businesses, and communities dependent on timber sales.

The President released his *Forest Plan for a Sustainable Economy and Sustainable Environment* on July 1, 1993. The Forest Plan is a comprehensive and innovative blueprint for management of forested lands in the Pacific Northwest and Northern California.

The Record of Decision for the Forest Plan and Environmental Impact Statement was signed April 14, 1994, and western Oregon Resource Management Plans were completed in 1994.

The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents on the development of the Forest Plan.

On December 21, 1994, the U.S. District Court upheld the Northwest Forest Plan. Approval of the Plan will provide for a sustainable level of timber harvest, while protecting the environment.

The Department's 1996 budget continues to support the Plan with a commitment of \$79.2 million. The attached Table shows 1996 funding requested for the Forest Plan by the Department of the Interior.

The Forest Plan offers a new perspective and direction for the management of Public Lands in the Pacific Northwest, and offers hope for diversifying local economies. The Forest Plan has two primary initiatives that are interrelated:

◆Option 9 Implementation◆

Under the President's Forest Plan, all interdisciplinary activities center around the completion of a watershed assessment, which will help delineate riparian reserves which are the basis for management decisions, monitoring, and restoration programs. This effort includes completion of watershed analysis reflecting the assumptions and guidance contained in the President's Forest Plan.

◆"Jobs in the Woods"◆

The second part of the Forest Plan implementation is the "Jobs in the Woods" program. The "Jobs in the Woods" initiative is a two-prong approach: to provide employment opportunities for displaced forest workers, and to restore impaired ecosystems. The work planned provides opportunities for contracting to the private sector and responds and ties directly to the President's initiative providing stimulus to both local economies and employment. It is hoped that watershed stabilization, riparian enhancement, and stream habitat improvement projects, together will increase anadromous fish populations beyond critical threshold levels such that associated industries (such as recreational and commercial fishing and tourism) will be enhanced. Additional detail is provided in the Activity narratives.

◆O&C Program Integration◆

With the completion of new Resource Management Plans in 1994, the entire amount of the O&C Appropriation is now directly related to implementation of the President's Forest Plan as all activities identified in Resource Management are within the scope of the Forest Plan. Initial increases identified for implementation of Option 9 and ecosystem restoration work were to address new workloads associated with Forest Plan implementation which were above existing base program requirements.

◆Background of the O&C Appropriation◆

Title II of the Oregon and California Grant Lands Act of 1937, 43 U.S.C. 1181f, (50 Stat. 876, Title II) provides that revenues from the Oregon and California Grant Lands be distributed as follows:

-Fifty percent to the 18 O&C counties in western Oregon (subsection (a) of Title II of the O&C Act);

-An additional 25 percent to the 18 O&C counties after delinquent tax claims were paid and after the United States Treasury was reimbursed for money advanced to make payments in lieu of taxes prior to 1937; (provided in the second paragraph of subsection (b) of Title II of the O&C Act); and

-Twenty-five percent to the General Fund of the Treasury to be made available upon appropriation by Congress to administer the O&C lands (provided in subsection (c) of Title II of the O&C Act).

Beginning in 1939, amounts were appropriated to the Department of the Interior for administration of the O&C lands out of the 25 percent share paid to Treasury under subsection (c) of the O&C Act.

By 1951, the U.S. Treasury had been repaid in full for money advanced to make the payments in lieu of taxes prior to 1937. According to subsection (b), Title II of the O&C Act, the 18 O&C counties were then entitled to 75 percent of the receipts. However, in 1953, the counties offered to return one-third of their share (or 25 percent of total receipts) to the United States Government for the development and management of the O&C lands.

Beginning in 1953, Congress appropriated some or all of this subsection (b) receipts to BLM and the Forest Service (by allocation from BLM) for development, protection, and management of the O&C lands. From 1961 through 1981, an amount equal to the full 25 percent of receipts collected was appropriated by Congress to BLM for management and development of O&C lands under the "Oregon and California Grant Lands" appropriation.

In 1982, Congress made the "O&C" appropriation a direct, definite appropriation to BLM. This was done to eliminate the uncertainty in financing the management of these lands under the receipt limitation appropriation caused by fluctuating receipts from timber harvests. Under the direct appropriation approach, 25 percent of the total receipts formerly appropriated for management of

the O&C lands (subsection (b) receipts) are transferred to the General Fund in the Treasury as reimbursement for all or part of the direct "O&C" appropriation. Beginning with 1985, the Forest Service also began receiving a direct appropriation for its activities on O&C designated lands within the boundaries of National Forests, rather than an allocation of funds from BLM.

Table II. Department of the Interior Forest Plan Funding 1996 (\$ 000s)

(\$ 000)	1995 Enacted	1996 Increase (+/-)	1996 Budget Request
Jobs in the Woods			
Bureau of Land Management	11,977	+11,023	23,000
Fish and Wildlife Service	3,518	+482	4,000
Bureau of Indian Affairs	2,595	+405	3,000
Subtotal	18,090	+11,910	30,000
Option 9 Implementation			
Bureau of Land Management	20,810	+9,350	30,160
Fish and Wildlife Service	12,227	+1,023	13,250
National Biological Survey	3,660	+400	4,060
National Park Service	+136	0	236
Subtotal	36,833	+10,773	47,706
BIA Timber Program	1,497	+3	1,500
Total	56,420	+22,686	79,206

•Receipts•

Receipts from the harvest of timber on the Oregon and California (O&C) Grant Land, the Coos Bay Wagon Road (CBWR) Lands and intermingled Public Domain (P.D.) lands of western Oregon, are influenced by both harvest levels and stumpage price. Receipt levels have been somewhat buffered by the relationship between timber supply and demand (Figure 1). O&C timber receipts have been and remain a significant source of revenue to both the U.S. Treasury and the 18 O&C counties.

Historically, receipts from O&C lands were divided between the U.S. Treasury and the O&C counties on a 50-50 basis. Due to resource conflicts, harvest levels have dropped significantly from historical levels significantly impacting local economies. To stabilize O&C county revenues, appropriation language for 1991, 1992, and 1993, included a provision for a floor payment to the O&C counties to insure total payments would be equal to the annual average of the five-year period between 1986-1990 (the payment could not exceed total receipts collected).

Receipts from Coos Bay Wagon Road lands also are now included in the Special Payment to western Oregon Counties. Receipts from Public Domain lands are divided among the State (4 percent), the General Fund of the Treasury (20 percent), and the Reclamation Fund (76 percent).

Table III. O&C Timber Receipts (\$000s)

Year	Receipts	Year	Receipts
1973	105,770	1984	134,084
1974	118,489	1985	118,688
1975	90,456	1986	147,242
1976	150,201	1987	136,844
1977	212,091	1988	217,740
1978	172,579	1989	219,822
1979	198,585	1990	206,457
1980	195,214	1991	139,758
1981	193,911	1992	181,304
1982	79,143	1993	131,359
1983	92,306	1994	60,075
1995	59,670 ¹	1996	83,700 ¹

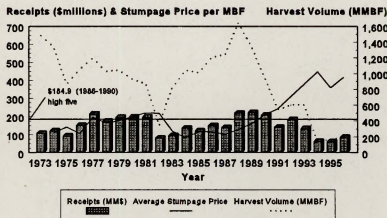
¹ estimate

The payment formulas were further modified in the Omnibus Budget Reconciliation Act 1993. The Act provides the western Oregon counties a "special payment amount" based on an annually decreasing percentage of a 5-year average (1986-1990) replacing both the old O&C payment and the CBWR payment. The following Table shows the special payment schedule through the year 2003. However, for each year from 1999 through 2003, payments to counties will be the greater of either the special payment amount identified, or 50-percent of total receipts, whichever is greater.

It will take time for the timber market to stabilize in western Oregon. Until the market condition becomes more clear in western Oregon, the Special Payment Provision is critical to maintain operational thresholds of the O&C counties. It is expected that timber stumpage prices will continue to increase in response to reductions in timber supply in the face of increased demand for wood products. However, the Special Payment will likely be in effect until 2000. Figure II shows the relationship between stumpage sale price and gross receipts given a PSQ of 211 MM bdf, and the stumpage sale price necessary to meet or exceed the Special Payment Provisions.

Since 1993, the federal share of all the receipts generated from timber salvage sales goes to the Forest Health and Recovery Account to be used for further salvage of timber and reforestation of these lands.

Figure 1 Comparison of Timber Receipts, Average Stumpage Prices, and Harvest Volumes



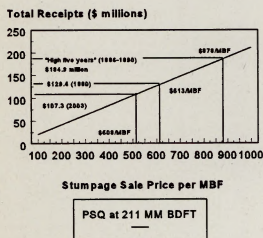
Historically, fluctuations in receipt levels caused by declining harvest volumes have been moderated by higher prices.

Table IV. Special Payment Schedule

Payments to Counties from Western Oregon Timber Sale Receipts ¹			
FY	O&C Land	CWR Land	Total Payment
1994	\$78,586,460	\$624,920	\$79,211,380
1995	\$75,812,820	\$602,864	\$76,415,684
1996	\$73,039,180	\$580,808	\$73,619,988
1997	\$70,265,540	\$558,752	\$70,824,292
1998	\$67,491,901	\$536,696	\$68,028,597
1999 ¹	\$64,718,261	\$514,640	\$65,232,901
2000	\$61,944,621	\$492,584	\$62,437,205
2001	\$59,170,981	\$470,528	\$59,641,509
2002	\$56,397,341	\$448,472	\$56,845,813
2003	\$53,623,702	\$426,416	\$54,050,118

¹Counties will receive the Special Payment Amount from 1994 to 1998. From 1999 to 2003, they will get the special payment amount or 50% of total receipts, whichever is greater Omnibus Budget Reconciliation Act of 1993.

Figure 2 Relationship Between Stumpage Price and Gross Receipts



In order for gross receipts to meet the special payment provision by 1999, at a PSQ of 211 million board feet, the sale price would have to be \$508.30 per thousand board feet.

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Activity Summary**Activity: Western Oregon Construction and Acquisition**

Table 5. Activity Summary (\$'000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Construction	\$ 581	604	0	-404	200	-404
FTE	1	2	0	0	2	0
Acquisition	\$ 317	280	+10	0	290	+10
FTE	5	4	0	0	4	0
Total Dollars	898	884	+10	-404	490	-394
Total FTE	6	6	0	0	6	0

◆ Authorizations ◆

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition

of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

◆ Activity Description ◆

This activity is concerned with acquisition of easements and the development of facilities to provide continuous legal access so that ecosystem management practices can be applied, and to feature local attractions through the construction of facilities.

Providing access is difficult in western Oregon. In 1916, Congress "revested" a portion of a 1866 railroad grant by reassuming Federal title. These lands are now referred to as the "O&C Lands" after the Oregon and California Railroad Company, the previous holders of the grant. The railroad grants were made by odd numbered sections, therefore the majority of the O&C lands resemble a checkerboard on a map, with each square representing one

square mile. The alternating sections of land are privately owned, mostly by timber companies. The checkerboard ownership pattern complicates development of easements.

Legal access for forest management may be provided by an easement or by a reciprocal road use agreement, while legal access for the general public is normally provided by an easement.

Adequate lead time is necessary to obtain access in order to ensure that legal access is available when management actions are scheduled to take place. A lead time of two years or more may be needed, depending on the complexity of the road system, the number of owners involved, the attitude of the owners, and the ultimate need to exercise the right of eminent domain.

It is estimated that 200,000 acres of land admin-

istered by the BLM in western Oregon are unavailable for timber harvest, recreation use, or other purposes due to the lack of legal access. The need to restrict access to certain sensitive habitat areas and the increased demand for recreation use has resulted in increased access needs.

The western Oregon construction program supports the BLM's *Recreation 2000* initiative by developing recreation facilities on western Oregon lands which are easy to maintain, provide for visitor health and safety, and meet visitor demand. Work includes construction of new buildings or replacement of deteriorated ones necessary to support resource management programs. Objectives include providing a safe and efficient transportation system for access to the western Oregon lands for management, protection, and utilization of the timber, range, wildlife, mineral, and recreation resources.

Justification of Program and Performance**Activity: Western Oregon Construction and Acquisition**
Subactivity: Construction

Table 6. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	604	0	-404	200	-404
FTE	2	0	0	2	0

◆ Objectives ◆

The western Oregon Construction program provides for:

- planning and administration of construction projects geared towards preservation, protection, and enhancement of the social and economic aspects of local ecosystems;
- developing and maintaining transportation plans;
- designing access roads to areas for general resource management purposes. The design work includes projects involving large amounts of rock excavation, difficult rock quarry and crushing operations, large or complex drainage structures and bridges, or complex stabilization work such as horizontal drains or retaining wall structures.

◆ 1996 Program ◆

For 1996, the program will focus on maintaining the momentum of existing projects and administering

current contracts to completion. Design and administrative support will also be provided for projects identified in the Jobs in the Woods Activity.

◆ Justification of 1996 Program Changes ◆

Table 7. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	200	-404
FTE	2	0

The 1996 Budget Request is \$200,000 and 2 FTE, a reduction of \$404,000. The change reflects a shift of emphasis and priority to provide increased support for implementation of Option 9 of the President's Forest Plan.

Remaining funding is adequate to administer current contracts.

Justification of Program and Performance**Activity: Western Oregon Construction and Acquisition**
Subactivity: Acquisition

Table 8. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	280	+10	0	290	+10
FTE	4	0	0	4	0

◆◆ Objectives ◆◆

The objectives of the Western Oregon Acquisition Program are to:

- obtain and maintain legal access to western Oregon lands under BLM administration for program management. Legal access must be provided to support the timber sale program; other forest management activities such as ecosystem restoration, reforestation, thinning, and fertilization; various other silvicultural activities; and other resource program management activities; and

- obtain and maintain necessary legal access for the general public, such as access to developed recreation sites and to large tracts for extensive public uses such as hunting, fishing, etc.

◆◆ 1996 Program ◆◆

Efforts to protect the northern spotted owl and its

habitat have considerable spinoff impacts to the access acquisition program. The inability to harvest in old growth stands has resulted in an increased need for access to timber from scattered parcels of lower productive lands. These lands are generally at lower elevations and are surrounded by more private owners, thereby requiring more easements.

The workload associated with the units of accomplishment is increasing on an annual basis as a result of the number of landowners that must be crossed due to increased subdividing and the need to access small isolated parcels of timberland. A smaller acreage of public land is being provided access with the same number of easements.

The budget provides for highest priority acquisition needs. The 1996 program includes easement survey, negotiations, appraisals, acquisition of title evidence, and payment for use.

Table 9. Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Easements acquired	15	32	32	0

Activity Summary**Activity: Western Oregon Facilities Maintenance**

Table 10. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Facilities Maintenance \$	3,056	3,070	+23	-540	2,553	-517
FTE	39	39	0	-5	34	-5
Transportation Maint \$	6,811	6,823	+30	-1,030	5,823	-1,000
FTE	82	83	0	-1	82	-1
Total Dollars	9,867	9,893	+53	-1,570	8,376	-1,517
Total FTE	121	122	0	-6	116	-6

◆ Authorizations ◆

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition

of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

◆ Activity Description ◆

The Western Oregon Facilities Maintenance Activity provides for maintenance of office buildings, warehouse and storage structures, shops, greenhouses, recreation sites and the transportation system necessary for the management of the lands in western Oregon.

The western Oregon transportation system currently being maintained by the BLM consists of 18,500 miles of road (which include 131 miles of *Back Country Byways*), 150 miles of trails, and 2 airstrips, along with related appurtenances such as 382 bridges, retaining walls, and subsurface drainage systems. Of the total mileage, timber haul roads are maintained using road maintenance fees which are collected from commercial users. These

are called "fee roads." The remaining roads, trails, and airstrips are maintained from the appropriated funds in this subactivity. This is commonly referred to as the "non-fee" system. Western Oregon roads were originally built to provide access for logging and to support forest management. Today, the BLM

relies on this road system to access and administer dispersed public lands for various multiple uses including timber, wildlife, recreation, and watershed management. These roads provide opportunities for fishing, hunting, hiking, and sightseeing.

*Justification of Program and Performance***Activity: Western Oregon Facilities Maintenance**
Subactivity: Facilities Maintenance

Table 11. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	3,070	+23	-540	2,553	-517
FTE	39	0	-5	34	-5

♦♦Objectives♦♦

The objectives of the western Oregon facilities maintenance program in western Oregon are to:

- support the president's initiative on infrastructure maintenance; and
- protect the capital investment in BLM-owned buildings, recreation sites and utility systems in western Oregon; and ensure safe, efficient, convenient and functional compatibility to the general public and BLM personnel throughout the intended design life of the facilities.

♦♦1996 Program♦♦**♦♦Recreation Facilities♦♦**

The program provides services to recreation sites such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe, mitigating hazards, and repairing and maintaining facilities on the 77 developed recreation complexes and 24 undeveloped sites in western Oregon. Maintenance objectives are to maintain recreation facilities at a standard that protects resource values, meets public health and safety standards, protects the public investment, and fosters pride in public land stewardship.

♦♦Buildings♦♦

The types of facilities maintained by BLM in western Oregon vary widely from complex district office

buildings, to tree seed extractors, to greenhouses for seedling production. Facility units include 120 sites, 343 buildings, 23 water systems, 11 sewer systems and 6 electrical distribution systems.

These buildings range from complex administrative sites and large visitor centers to small radio repeater buildings and well houses. Some of these structures do not require annual or periodic maintenance (e.g., well houses or repeater buildings). Other buildings, such as office complexes and visitor centers, require continuous maintenance.

♦♦Engineering Services♦♦

Professional engineering expertise is needed on all construction projects to perform project planning, survey and design work, and contract supervision. Other examples of engineering services include condition inventories of BLM facilities.

The 1996 program continues BLM's initiative to improve the condition of its facilities and reduce the backlog of maintenance needs. It also provides the essential maintenance requirements necessary to protect the investments on the newly constructed projects.

♦♦Justification of 1996 Program Changes♦♦

Table 12. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	2,553	-540
FTE	34	-5

The 1996 Budget Request is \$ 2,553,000 and 34 FTE, a program reduction of \$540,000 and 5 FTE. The change reflects a shift of emphasis and priority to provide increased support for implementation of Option 9 of the President's Forest Plan. The reduction will not decrease the number of units accomplished, only the level of maintenance. Corrective maintenance will account for most of this reduction. At the reduced level, maintenance for public and employee safety will continue.

Table 13. Table 3 Workload Accomplishments, Facilities Maintenance (O&C) 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
# of Buildings Maintained	299	299	299	0
# of Recreation Sites Maintained	101	106	106	0
# of Bridges Maintained	90	90	90	0

Justification of Program and Performance

Activity: Western Oregon Facilities Maintenance

Subactivity: Transportation Systems Maintenance

Table 14. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	6,823	+30	-1,030	5,823	-1,000
FTE	83	0	-1	82	-1

◆ Objectives ◆

The objectives of the western Oregon transportation systems maintenance program (which is funded through a combination of direct appropriation and a permanent appropriation) are to:

- support the infrastructure maintenance in conjunction with the President's Investment in America's Growth initiative;
- maintain the BLM's western Oregon road, trail and airstrip system in the condition needed for proper land and resource management;
- provide for the safe and efficient transport of forest products from the forest to the milling, manufacturing or loading facility; and
- provide safe access to forest lands for the forest industry, BLM personnel, and the general public.

◆ 1996 Program ◆

BLM's Western Oregon road maintenance schedule calls for yearly maintenance on 4,800 to 5,000 miles of primary timber haul road, and for maintenance of those parts of the secondary system that receive higher than normal use or have sustained damage from natural causes. Maintenance includes the inspection and maintenance of all of the bridges and structures that are an integral part of the road system. Maintenance of the road system is performed primarily by BLM crews.

The primary focus of the 1996 road maintenance accomplishments will be on those high priority roads and trails that are essential to public safety and to insure access necessary to carry out essential intensive forest management work on the BLM administered lands in western Oregon.

◆ Federal Highway Administration ◆

The 1996 program level is \$75,000. This level of funding, which is transferred to FHWA, provides for bridge inspections and load rating determinations by the FHWA for bridges on BLM-administered roads. An estimated 180 bridges will be inspected. On occasion, FHWA also provides rock aggregate to the BLM for use in road maintenance. The funds for this work are transferred from BLM to FHWA each year as the work is required.

◆ Justification of 1996 Program Changes ◆

Table 15. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	5,823	-1030
FTE	82	-1

The 1996 Budget Request is \$5,823,000 and 82 FTE, a program decrease of \$1,030,000 and 1 FTE. The change reflects a shift of emphasis and priority to provide increased support for implementation of Option 9 of the President's Forest Plan. The maintenance of lower priority roads and bridges will be deferred to future years.

In addition to the work scheduled here, about \$6,300,000 in the Jobs in the Woods Activity, is targeted to do watershed restoration work in highest priority areas. Work will include slide removal, culvert replacement, etc., in the most critical areas identified by the interagency team.

Table 16. . Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Road maintenance (miles)	4,000	5,000	2,300	-2,700
Culvert replacement (units)	0	45	0	-45
Road resurfacing (miles)	0	60	0	-60
Trail maintenance (miles)	70	70	40	-30
Bridge maintenance (units)	90	90	50	-40

Activity Summary**Activity: Western Oregon Resources Management**

Table 17. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Forest Management \$	20,065	20,838	+296	-2,000	19,134	-1,704
FTE	330	425	0	-36	389	-36
Forest Development \$	22,939	23,000	+371	+3,200	26,571	+3,571
FTE	265	358	0	+23	381	+23
Other Resources \$	25,131	26,818	+608	+3,766	31,192	+4,374
FTE	343	328	0	+91	419	+91
Planning \$	1,302	1,306	+19	0	1,325	+19
FTE	25	25	0	0	25	0
Total Dollars	69,437	71,962	+1,294	+4,966	78,222	+6,260
Total FTE	963	1,136	0	+78	1,214	+78

♦♦Authorizations♦♦

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all

"public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

♦♦Activity Description♦♦

Western Oregon Resources Management provides for the management of 2.4 million acres of lands which are primarily forest ecosystems in western Oregon. These lands support a number of resource

management activities described in the President's *Forest Plan for a Sustainable Economy and Sustainable Environment* and Resource Management Plans, including ecological timber sale program, grazing, watershed management, wildlife habitat and fisheries, and recreation and cultural resources. All activities are planned as a complementary activity in conjunction with providing ecosystem diversity and sustainability. Resource management planning is also included in this activity.

Managing for a healthy ecosystem promotes biological diversity directly benefiting wildlife habitat, water quality. It also maintains sustainable development for local economies thus providing resource products, values, and services for present needs and for future generations. During the last decade new issues have emerged affecting land management strategies. Developments in technology, scientific information, cultural and ethnic demands, increasing population, changing local economic conditions, and broadening demands for a clean and healthy environment, all have contributed to a change in management approach: An approach to land management that is built around managing ecological systems rather than individual program parts while recognizing that humans and their social, economic and cultural needs are an integral part of the ecosystem.

New Resource Management Plans (RMPs) comply with the principles set forth in the *President's Forest Plan for a Sustainable Economy and Sustainable Environment*. The Forest Plan was patterned after Option 9 of the Forest Ecosystem Management Assessment Team (FEMAT) report, and sets a new direction in land and forest management for the federal agencies in the Pacific Northwest and northern California. The attached Table shows the level of funding for emphasis areas associated with implementation of Option 9. The new RMP's reflect a number of significant shifts in forest planning and management.

Watershed planning and management is shifting from an approach based on protecting areas inhabited by specific species or forest type, to a new focus for forest planning based on watersheds and

"physiographic provinces" that bases management on the unique ecology of each region.

Limited public involvement in timber sale plan development will give way to increased public participation in sale planning. The process allows for ecological experimentation and social innovation in adaptive management areas, to develop and demonstrate new ways to integrate ecological and economic objectives.

Interagency coordination and information sharing is receiving more emphasis. Coordination includes continued review and coordination of proposed project work; monitoring of impacts of ongoing activities; monitoring and inventory of critical habitat areas; and plan development or modification.

A new inter-agency Geographic Information System data base designed to enable interagency coordination and landscape management has been established. The process assures compatibility of hardware and software to the maximum extent possible, and the development of common data standards.

Planning and management are turning from a narrow focus on timber harvest activities to a broader ecosystem approach to strengthen wildlife and fisheries management, riparian protection, soil, and watershed management, community involvement, experimentation, education and partnerships, recreation management and tourism support, as well as to provide for greater protection of biological processes and functions in the forest ecosystem.

The ecosystem management approach coupled with investments made in restoring impaired watershed area will improve the health and sustainability of land resources. As indicators of progress, the following performance measures have been established in this Activity for Implementation of Option 9 of the Forest Plan.

Improve the Health of Public Land:

- Complete a first iteration of watershed analysis on 25% of the federal land base.

- Provide for sustainability of an ecological timber sale program by completing between 41 - 50 thousand acres of forest development treatments. Projects include site preparation, tree planting, and tree survival.

- Accomplish 5000 miles of road and stream improvements to enhance anadromous fish habitat and reduce stream sedimentation. Projects include road closures and obliteration, stabilization of road slopes, riparian stand improvement for large woody debris recruitment, creation of instream structure, and fish passage improvements.

Improve Social Well-being by Providing Benefits From Public Lands:

- Based on standards and guides in the Forest Plan, prepare for sale between 145 - 165 MMBF of timber.

Improve Operations/Workforce and Collaboration:

- Reduce costs of preparation by 5% from 1995 costs by reducing average watershed analysis project time.

- With public involvement in timber sale plan development, initiate ecological experimentation in adaptive management areas to develop new ways to integrate ecological and economic objectives.

Table 18. Implementation of the Forest Plan - Option 9 Component (\$000s)

Program Accomplishments	1995 En-acted	1996 Bud-get Re-quest	Change from 1995 (+/-)
Watershed Analysis: Allows for gathering additional base data where gaps of knowledge exist, and electronic data capture and analysis. Funds will be used to acquire highest priority base data needed for watershed analysis. Interagency monitoring protocols and coordination for adaptive management will also be initiated.	8,900	10,760	+1,860
Interagency coordination/cooperation: Fund a full year of the interagency cooperation and coordination structure set up in 1995. Work includes development of an interagency implementation training strategy.	500	1,000	+500
GIS: Define the requirements for and develop analytical tools for watershed analysis, adaptive management area planning, provincial planning, monitoring, and decision support.	2,200	2,900	+700
Adaptive Management Areas: Funds will be used to support and develop partnerships with various groups as identified in the Forest Plan. These funds represent only a portion of the total funding directed to adaptive management areas, additional funds come from other cooperators. Funds will primarily be used to fund the process of other work designed to do watershed analysis, base data acquisition, and restoration projects.	1,960	2,000	+40
Workforce Transition Costs: Funds will be used to reconfigure the BLM workforce in line with the focus of the Forest Plan. Funds will be used for retraining, employee orientation, recruitment for special skills, and transfers to new duty stations.	500	500	0
Planning and Monitoring: Work includes continued review and coordination of proposed project work; plan development or modification; monitoring and inventory of critical habitat areas; and the reconstruction of natural vegetation patterns through the use of historic documents and paleoenvironmental assessments; and provision of interpretive and environmental education information related to forest management and habitat response.	6,750	7,000	+250
Ecological Timber Program: Initiate surveys and determine protective measures for approximately 400 species (fungi, lichens, mosses, mollusks, insects) throughout the region (\$2,000). This work is prerequisite to and will enhance our ability to offer timber for sale (i.e., "fill timber pipelines") by conducting required surveys and mitigation in key watersheds. The increase also provides for 15,000 acres of maintenance for survival of young forest stands planted in high priority harvested areas for which the BLM is obligated to insure survival (\$4,000).	0	6,000	+6,000
Total	20,810	30,160	+9,350

In 1996, \$5,584,000 is redirected within the base.

Justification of Program and Performance**Activity: Western Oregon Resources Management**
Subactivity: Forest Management

Table 19. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	20,838	+296	-2,000	19,134	-1,704
FTE	425	0	-36	389	-36

◆ Objectives ◆

The major objectives of the forest management program in western Oregon are to:

- ensure natural abundance and diversity of the forest ecosystems to assure sustainability of resource values as part of the multiple-use concept by restoring, maintaining, and enhancing ecosystem conditions;
- monitor ecological impacts and resource trends to determine effectiveness of management measures in protecting ecosystem function, form, and sustainability, and to ensure compliance with Federal and State laws and regulations including the State nonpoint source management plan;
- support the protection and management of habitat for wildlife species, including threatened & endangered species, conduct and support research and studies to provide species protection, and help develop and implement recovery plans as appropriate;
- receive fair market value for the sale or use of products, and prevent, investigate, and eliminate unauthorized use;
- implement best management practices on watersheds to minimize nonpoint source pollution from BLM lands; and
- assist in the improvement of anadromous fish

habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future" and maintain or enhance the fisheries potential of anadromous fish streams in the Pacific Coast drainage.

◆ 1996 Program ◆

BLM manages nearly 2.4 million acres of land in western Oregon that is scattered from the Columbia River to the Siskiyou Mountains near the California border, and from the Pacific coastal estuaries to the upper elevations of the Cascades to the east. The majority (2.2 million acres) of this land is covered with coniferous forest. The land provides habitat for over 600 species of wildlife, including 216 species of birds, 88 species of mammals and 40 species of amphibians and reptiles, and 15 major plant communities. In addition, these acres include over 1,500 miles of some of the most productive anadromous fisheries streams in the west.

Given the rigorous criteria of Option 9 of the Forest Plan, 22% (497,000 acres) of the 2,211,000 forested acres are available for harvest. Of the 2,211,000 acres, about 16% (347,000 acres) are old growth (200 years and older). Of the 347,000 acres of old growth, 58,000 acres (17%) are available for timber harvest and the remaining 289,000 acres (83%) are protected from harvest.

Forest vegetation has a significant impact on many resources. The density and structure of forest cover

influences land use by many forms of animal and plant life. Historically, natural events such as fire, insects and climate played important roles in either maintaining or changing the influence of forest vegetation on the environment. Through the use of forest management practices, managers can closely replicate these natural events to accomplish planning objectives. With environmental sensitivity and under the principles of multiple-use and sustained yield, forest management practices can emulate natural conditions within forest ecosystems and provide sustainable levels of commodities.

The President's Forest Plan provides for a sustainable timber harvest, or Potential Sale Quantity (PSQ). The PSQ for BLM managed land in western Oregon is estimated to be about 211 MMBF annually. However, the PSQ does not necessarily equate with sustained, stable, or guarantee flow of volume. Rather, the PSQ represents a potential harvest when no other conflicts arise during the watershed analysis and environmental assessment process.

Because many of the remaining units of land available for timber harvest are small, isolated, irregular shaped, without access, and with other constraints (riparian buffers, economic), the time it takes to put up timber sales and the potential volumes available are somewhat uncertain. Consequentially, annual volume flows from O&C land during the next few years are more likely to be sporadic than stable, even flows. Additionally, forest resource management activities are planned and carried out in a more intensive interdisciplinary manner helping to ensure the achievement of multiple objectives, and a sustainable environment. Together, these new realities, compared to the historical record, have dramatically increased the cost per unit of volume output.

Under the rigorous criteria of the Forest Plan, for 1996, BLM plans to offer 165 MMBF of timber for sale under the commercial sale program. It is estimated that 200 MMBF will be cut and removed. Total receipts for 1996 from O&C land are estimated to be about \$83.7 million.

Major steps included in marketing timber include:

- **Timber Sale Planning** includes collection of inventory data, identifies the need for physical and legal access; cadastral survey requirements; multiple use objectives, constraints, and planned mitigation; and completes the environmental analysis, and

- **Sale Preparation** includes sale layout, access acquisition, road design, timber cruising and appraisal, economic assessment, contract preparation, and sale advertising.

- **Sale Administration** involves conducting the sales, awarding the contracts, and administering the contracts to ensure compliance with the terms of the timber sale contract.

- **Monitoring and Review** includes field review and data collection on completed sales and projects to ensure compliance with plans and to identify follow-up requirements.

The BLM has taken action to comply with the Endangered Species Act in western Oregon for all timber sales. In order to meet the requirements of the ESA regarding T&E species, all proposed timber sales are analyzed by the BLM in order to determine if the sales "may affect" the species or its habitat. A biological assessment is prepared for each "may affect" sale and the sales are then submitted to the FWS for formal consultation.

The BLM worked with the FWS to finalize the biological opinions for all sales previous to the ROD of the Forest Plan and new RMPs which were "may affect" for the northern spotted owl, its critical habitat, and/or the marbled murrelet. The sales have also gone through an aquatic screening process developed by the Interagency Implementation Team. The BLM revised some of the sales and now all sales comply with the ESA and the requirements of the aquatic screens.

The BLM will continue experimentation in adaptive management areas (AMA). These areas have been identified for ecological experimentation and social innovation to develop and demonstrate new ways to integrate ecological and economic objectives and allow for local involvement in defining the future.

The harvest of forest products is increasingly being planned to enhance other resource uses. Activities include encouraging the development of multi-layered forest canopies, creating or improving specific wildlife/fisheries habitats, species diversity, and watershed conditions. Examples include reestablishing forests in riparian zones, promoting mixed conifer/hardwood stands, identifying and/or creating snags for cavity dwelling species, and leaving riparian buffers or through the placement of woody debris.

The following performance measures have been established for implementation of Option 9 of the Forest Plan.

Improve Social Well-being Through Provision of Benefits Derived From Public Lands:

- Based on standards and guides in the Forest Plan, prepare for sale between 145 - 165 MMBF of timber.

Improve Operations/Workforce and Collaboration:

♦♦Justification of 1996 Program Changes♦♦

Table 20. Table . 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	19,134	-2,000
FTE	389	-36

The 1996 Budget Request is \$19,134,000 and 389 FTE, a program decrease of \$2,000,000 and 36 FTE. The change reflects a shift of emphasis and priority to provide increased support for implementation of Option 9 of the President's Forest Plan. The shift will not impact the Bureau's intention to prepare for sale, the allowable Potential Sale Quantity. The shift is possible due to efficiencies gained with the approved Forest Plan.

Table 21. . Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Inventory (000's)	30	54	54	0
Timber Mgmt Plans (#) ¹	18	18	16	-2
Sales Prepared (#)	86	66	84	+18
Sale Volume Prepared (MMBF)	000	211 ²	211	0
Volume Offered/Sold (MMBF)	86	130 ³	165	+35
Volume Harvested (MMBF)	154	167	200	+33
Total Volume Sold but Unharvested, End-of-Year (MMBF)	204	167	132	-35
Special Forest Products	7,000	7,000	7,000	0

¹ Annual and 5 year sale plans.

² Full Potential Sale Quantity under the proposed Resource Management Plans.

³ Includes 56 MMBF of 1990 & 1991 sales volume that was or will be awarded under Section 318.

*Justification of Program and Performance***Activity: Western Oregon Resources Management
Subactivity: Reforestation and Forest Development****Table 22. Subactivity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	23,000	+371	+3,200	26,571	+3,571
FTE	358	0	+23	381	+23

♦♦Objectives♦♦

The major objectives of this program are to:

- maintain sustainability of forest resources and timber harvest levels through successful reforestation utilizing site preparation, tree planting, young stand maintenance and protection, genetic tree trait conservation, and growth enhancing and forest health practices such as stand density control, prescribed burning, fertilization, pruning, and genetic tree improvement;
- develop site specific and watershed level prescriptions utilizing silvicultural techniques which emphasize forest ecosystem diversity and sustainability;
- maintain up-to-date inventories of sites available for reforestation and forest development; and
- prioritize sites for treatment based upon activities required by, and planned as a part of, existing timber sales, potential for success, and return for investment.

With implementation of the President's Forest Plan and new RMPs, a new era in forest management has begun for BLM in western Oregon. Silvicultural objectives now emphasize managing forests to protect and enhance ecosystem functioning diversity. Wildlife; soil, water and air; recreation and scenic management objectives have become an integral part of the development of silvicultural

prescriptions. Resources will be managed with an emphasis on the retention of late-successional forest, restoration and/or maintenance of watershed conditions, and protection of special status species and other species requiring special attention.

Under the Forest Plan, reforestation and forest development activities can take place on a broad range of land use classifications. These land classifications are divided into two broad categories:

- Designated Areas (includes Late-Successional Reserves, Riparian Reserves, Adaptive Management Areas, Managed Late Successional Areas, Congressional Reserved, and Administratively Withdrawn Areas), and
- Matrix lands (Connectivity and General Forest Management Areas (CFMA)).

Reforestation and forest development activities will take place on a broad range of these land use allocations. Late Successional Reserves and old-growth emphasis areas are managed as a network of existing old-growth forests that are retained in their natural conditions with natural processes allowed to take place. Within these reserves, salvage may take place along with reforestation and other silvicultural activities to restore early-successional forests. Activities such as density control can accelerate the desired development of the structural and compositional features of late-successional forests. Riparian Reserves likewise are managed to restore and maintain the ecological health of the

watershed and aquatic ecosystems contained within them. Riparian silvicultural activities are commonly identified through watershed analysis. No scheduled (probable sale quantity) timber harvest is allowed on these lands.

Matrix areas and some portions of Adaptive Management Areas (AMA), are managed for emphasis on timber production. Traditional workloads and funding occurred on the Matrix land allocations. The development and testing of new management approaches to integrate and achieve ecological and economic health is proposed at various levels within the AMA land use allocations. Connectivity areas are established to provide dispersal, foraging or support habitat, and are managed by growing forests on long rotations and retaining parts of the stands at regeneration harvest. Activities in the GFMA emphasize the production of timber, with the understanding that the biological legacy of previous stand structural and biological attributes will be retained (green trees, snags, and down, coarse woody debris).

Habitats of sensitive species and both Congressionally Reserved and Administratively Withdrawn Areas occur throughout the various land use allocation and are also withdrawn from planned timber harvest.

◆ 1996 Program ◆

Managing for biodiversity places new and increased demands on the BLM's reforestation and forest development program. Implementation of biodiversity concepts requires redesign of surveys, increased inventory, additional expertise, more complex and time-consuming prescriptions, and increased interdisciplinary coordination.

Each forest development activity requires a different silvicultural treatment in order to reach management objectives. In the managed areas there is a requirement to leave green trees and snags standing and to provide for down woody material for wildlife purposes after harvest. The number of leave trees and down woody material varies by component. Young stands of trees that are less than harvest size and new plantations also require

treatments to enhance both timber production and wildlife objectives. These treatments require investments. The end result of these investments will be improved wildlife habitat and riparian condition, improved water and air quality, as well as assured future timber supply.

The forest development program provides a critical link in the implementation of the President's Forest Plan and the requirements of the new RMPs. It provides practices that guide the development of timber sale plans, reforestation and stand management practices required to utilize the full productive potential of the forest lands. This productive potential is not just timber volume produced, but includes wildlife, water quality, and recreational opportunities, etc.

Reforestation and intensive management are necessary to ensure prompt forest regeneration, to mitigate impacts on other resources, and to ensure that the new forest will grow at rates projected in approved management plans. The relative degree of success of the applied practices and the resultant rate of growth are an integral part of the calculations of the potential sale quantity (PSQ).

Where timber harvest occurs, or has occurred, the BLM will continue to reforest such land. Reforestation includes more than just tree planting, it includes growing seedlings, site preparation, and the maintenance of young stands. Often planting alone does not achieve the desired resource management results. Maintenance of young stands through the control of competing vegetation or practices which protect young trees against animal damage is necessary for seedling survival and to provide the required habitat conditions. Timing of these maintenance practices is critical, as delays or no protection may result in loss of previous investments and additional costs for repeated site preparation, seedlings, and planting. Delays also result in growth losses which mean reduced volumes for future decadal PSQ calculations.

Growth enhancement practices provide desired structure and conditions for timber production, habitat or other vegetative products. Practices include precommercial thinning, fertilization,

release, and pruning. At a planned level, these practices support the predicted sustained yield harvest levels, and at full availability levels provide employment, favorable benefit-cost ratios, and sustainable production into the future.

◆Reassessment of "backlog"◆

Forest development "backlog" treatments are treatments required to maintain planning assumptions but that do not get accomplished within the desired time frames. Normally treatments are not considered backlog until they are beyond the expected time frame associated with successful completion (in the case of reforestation, for example, this would be five years). With Development of the new resource management plans (RMP) approved in FY 1994, there is no backlog of treatments required to support the potential sale quantity.

Forest development requirements (planting, maintenance, fertilization, tree density control, stand conversion, etc.) are viewed from two perspectives. First, are mandatory forest development treatments required to maintain the assumptions of the PSQ declared in RMPs. Official harvest levels assume certain levels of forest development treatments such as minimum stocking on cutover areas, thinning of stands to maintain assumed growth, use of genetic stock, etc. The following table shows an estimate of the level of assumed forest development treatments that must be accomplished on matrix lands to sustain the new PSQ as identified in the Forest Plan. *There is no backlog in these numbers.* As long as management assumptions parcel to harvest levels are accomplished, the harvest volumes allowed remain valid. Failure to accomplish treatments tied to allowable harvest levels builds "backlog" and requires treatment accomplishment and/or adjustments in allowable sale quantities to insure sustained yield requirements are maintained.

Second, are backlog treatments that were associated with old resource management plans or other targets of opportunity. The Forest Plan and new RMPs implemented significantly changed land use allocations, standards, and guidelines related to desired forest stand conditions. Some acres previously in the harvest base and identified for

Table 23. Matrix treatments assumed to maintain Potential Sale Quantity

Projected Silvicultural Treatments (acres) ¹	
Site Preparation	4,200
Stand Maintenance	14,570
Planting	5,900
Conversion	680
Release/PCT	13,170
Fertilization	18,700
Pruning	3,300

¹ Treatment acres are still under review subject to completion of management plans and review of management objectives associated with changes in land use allocation.

intensive forest development treatments, are now in restricted areas to be managed exclusively for non-timber values. Such areas will be managed for wildlife or other resource values, but may still require density management to accelerate the development of old growth characteristics or other objectives. In these areas, silvicultural treatments such as thinning, are permitted only when they enhance attainment of designated objectives such as restoration of late successional or riparian habitat characteristics. The following Table shows acres previously considered backlog under the old RMPs, but now are opportunities for future investment. Priority will be given to those acres within the timber management matrix.

Requirements for effective reforestation vary according to individual harvest units. Actual needs start with inventory and usually require expenditures for site preparation. Site preparation techniques, including prescribed burning, are frequently required prior to reforestation. The workload accomplishments shown for site preparation include outputs resulting from funding from this subactivity and from timber contract expenses in the "Service Charges, Deposits, and Forfeitures" appropriation.

Investments in plantation maintenance or protection of newly planted seedlings include paper

mulching around tree seedlings, protection from animal damage with vexar tubing or chemical repellents, and the removal of vegetation competing with tree seedlings either through the use of manual or mechanical means or herbicides.

Table 24. Forest Development Opportunities Under Review

Projected Silvicultural Treatments (acres) ¹	
Stand Maintenance	75,500
Conversion	6,800
Release/PCT	71,700
Fertilization	184,200

¹ Treatment acres are still under review subject to completion of management objectives associated with changes in land use allocation.

Land treatments, such as vegetation control of competing species, are sometimes necessary for planted seedlings to achieve desired growth. These treatments result in a greater quantity and quality of merchantable timber. In addition, the BLM, through its tree improvement program, seeks to retain and maintain desired traits and improve the genetic traits of the trees in order to provide for faster growing, higher quality trees and disease resistant tree populations.

The BLM plans the limited use of herbicides as part of an integrated program for controlling vegetation. The BLM has been under a court injunction that has prevented the use of herbicides since 1984. A final environmental impact statement and record of decision were completed and signed in August of 1992. In September of 1992 and 1993, the BLM requested the Justice Department to begin the process to lift the injunction in both western and eastern Oregon. A Federal Court will review the EIS and determine if BLM has adequately addressed the issues that precipitated the injunction. Alternatives to herbicides are an integral part of the management approach in the new RMPs.

◆Sustained Yield Requirements◆

The PSQ has been estimated to be 211 MMBF per year. This level of harvest is considered sustainable only if the investments identified in the RMPs are made. Maintenance and restoration of wildlife and riparian habitat, and improvements of forest health depend on density controlling practices such as precommercial thinning, conversion to or of forest habitat, and prescribed underburning programs.

The activities required to support the decisions from the RMPs include:

- site surveys (inventories) to determine need for treatment and treatment effectiveness;
- preparing sites for planting;
- planting a high quality, genetically superior seedlings, and planting back to a mix of species that reflects the natural level of diversity on the site;
- maintaining plantation survival and growth by protecting seedlings from damage by animals, drought, and heat, and by releasing seedlings from competing vegetation;
- maintain and restore the genetic diversity within managed forest stands, implement gene conservation strategies, and improve the genetic traits of planting stock in order to provide higher quality trees and disease resistant tree populations;
- precommercial thinning to improve plantation growth and promote a diversity of tree species and structure for wildlife goals;
- fertilization to improve tree growth rates;
- pruning to improve wood quality and increase value at the time of harvest;
- conversion of conifer sites from brush fields/hardwoods back to conifer production; and
- research support to evaluate the effectiveness of treatments in meeting ecosystem management objectives.

Reforestation and forest development practices are required in order to meet the objectives of the proposed RMPs which include protection of the spotted owl, marbled murrelet, endangered fish runs and other ecosystem components as well as providing a sustained yield of timber. The annual mix of practices will vary due to the necessity to capitalize on "biological windows" (i.e., the biologically best time to thin or fertilize). The proposed RMPs assume timely and effective treatments in order to produce the outputs identified. The attached Table shows the level of treatments planned in FY 1995 and FY 1996.

The following Performance Measures have been established in this Subactivity.

Improve the Health of Public Lands:

- Provide for sustainability of an ecological timber sale program by completing between 41 - 50 thousand acres of forest development treatments. Projects include site preparation, tree planting, and tree survival.

Improve Social Well-being Through Provision of Benefits Derived From Public Lands:

- Contract 90% of dollars to the private sector for specified treatment projects (i.e., slash burning, tree planting, and plantation maintenance).

♦♦ Justification of 1996 Program Changes ♦♦

Table 25. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	26,571	+3,200
FTE	381	+23

The 1996 Budget Request is \$ 26,571,000 and 381 FTE, a program increase of \$3,200,000 and 23 FTE. The increase supports agency obligations for successful reforestation of harvested and other denuded lands, which requires that young trees be maintained in healthy condition and with adequate distribution to reestablish forested lands. Stocking levels are supported at target levels for future commercial thinning potentials in the timber producing land base (Matrix) and the proposed PSQ. Additionally, these treatments will help provide desired forest ecosystem conditions consistent with RMPs and the President's Forest Plan.

While the proposed forest development work creates jobs and enhances habitat, as do "Jobs in the Woods" projects, these land treatments are primarily associated with management of an ecological timber program (Option 9) designed to insure survival of new and young plantations, thus protecting initial investments and ensuring long term forest growth and productivity.

Table 26. Subactivity—Workload Accomplishments: 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Site Preparation (acres 000's)	7.8	4.8	4.8	0
Planting (acres 000's)	15.4	11.6	7.8	-4
Maintenance (acres 000's)	26.5	35.3	46.0	+11
Precommercial Thinning (ac 000's)	2.0	6.2	0	-6

Justification of Program and Performance**Activity: Western Oregon Resources Management
Subactivity: Other Forest Resources Management**

Table 27. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	26,818	+608	+3,766	31,192	+4,374
FTE	328	0	+91	419	+91

This subactivity includes the program areas of rangeland management; recreation management; soil, water and air management; and wildlife habitat and fisheries management for BLM administered lands in western Oregon. Funding for most of these programs has increases substantively since 1990 in response to changing resource values and workloads associated with Forest Plan implementation (watershed analysis, T&E species inventory, monitoring, etc).

Activities in these programs are interrelated and projects are planned and carried out in a collaborative and interdisciplinary manner. These programs are major components of the BLM's multiple-use approach to natural resource management and stewardship in western Oregon.

Range Management**••Objectives••**

The major objectives of the western Oregon rangeland management program are to:

- provide for the continued health, productivity and integrity of natural systems through the implementation of ecosystem management concepts;
- maintain and improve vegetative conditions on grazed forest lands consistent with the maintenance of ecosystem diversity and sustainability;

- utilize available forage for livestock production; and

- to improve riparian conditions by 1997.

•• 1996 Program ••

This program provides for grazing administration and rangeland management on Public Land in western Oregon. There are 148 grazing leases in western Oregon providing approximately 19,000 animal unit months (AUM's) of forage.

The 1996 rangeland management program workload consists of authorizing and issuing grazing leases, collecting fees, monitoring, providing necessary range use supervision and trespass control, and developing range improvement projects. Grazing use must be properly coordinated with intermingled and adjacent landowners. In five areas where there are large and well blocked lands, coordinated resource management plans (CRMPs) have been developed and needed management improvement projects constructed.

Monitoring will continue to be a priority in 1996, but increased emphasis will be placed on developing CRMPs emphasizing ecosystem diversity and sustainability. In the 1996 program, 2 new CRMPs are planned to be accomplished. An additional 24 high priority areas are scheduled for CRMP development in the future.

Proper livestock management is essential to ensure that maximum benefits result from removal of vegetation which competes with tree seedling establishment and to protect reforestation efforts. Livestock management projects also help to accomplish other related resource management objectives such as the protection and improvement of important wildlife habitat, maintenance and improvement of water quality, and the protection of threatened and endangered plants and animals. Various projects on O&C lands, such as fences and water developments, are planned to control the timing and degree of livestock grazing use, and to speed ecosystem restoration.

Recreation Management

• Objectives •

The major objectives of the western Oregon recreation management program are to:

- implement BLM's *Recreation 2000* update strategic plan and *Adventures in the Past*;
- ensure the continued availability of Public Land for a diversity of resources-dependent outdoor recreation and cultural opportunities while maintaining the commitment to managing the Public Land consistent with the O&C Act, FLPMA and the principles of ecosystem management;
- manage and monitor the basic natural, cultural and scenic resources found on the Public Land in a manner that assures the protection of sensitive resources and the continued availability of quality outdoor recreation and cultural opportunities and experiences;
- implement cultural resource site protection/stabilization measures to ensure preservation and management of archaeological and historical resources, such that they will continue to be available for recreational, cultural and scientific use as appropriate.
- protect and enhance Congressionally designated areas such as Wild and Scenic Rivers, Wilderness areas, trails etc;
- place a priority on providing a variety of public recreation opportunities and experiences through visitor awareness information, interpretation, and protection, with emphasis of on-the-ground presence;
- expand and strengthen cooperative partnerships with Federal, State and local agencies and the private sector to enhance the outdoor recreation and cultural opportunities offered on and adjacent to the Public Land;
- ensure that recreation and cultural resource planning efforts foster public awareness and encourage public participation. The BLM will cooperate in other Federal, State and local recreation and cultural planning efforts;
- determine and allocate recreation or cultural use as necessary through the use of the BLM planning system;
- issue special recreation permits in an equitable manner as a means to control visitor use, to protect the resources, and to provide for private and commercial recreation use;
- assure that recreational users assume their share of the cost of maintaining recreation facilities and protecting resources by establishing and assessing equitable fees at appropriate facilities and for certain recreational uses of the Public Land;
- develop and maintain cooperative relationships with national, State and local tourism entities and assist them in promoting local tourism;
- utilize the *Back Country Byways* program to enhance opportunities for pleasure driving associated with the scenic, cultural and natural resources of western Oregon lands; and
- coordinate proposed activities on the Public Land with appropriate American Indian tribes to provide

for protection of resources important to their cultural heritage.

◆ 1996 Program ◆

The western Oregon lands offer recreational opportunities that are nationally significant and unique in their diversity, quantity and quality. The program encompasses activities associated with 63 miles of rivers in the National Wild and Scenic River system; 65 miles of National Recreation, Scenic and Historic Trails; 83 developed recreation sites and 390 undeveloped sites; over 10,000 miles of roads suitable for travel by normal vehicles, and several thousand miles of primitive roads used for back-country exploring, hunting and fishing; 26 boat access sites; 180 miles of floatable rivers, 2,125 miles of fishing streams; and 16 special and 19 extensive recreation management areas; 5 cultural resource sites listed on the National Register of Historic Places; and 131 miles of designated *Back Country Byways*.

BLM has recently published *Recreation 2000 Update*, an appendix to *Recreation 2000: A Strategic Plan*. The Update provides strategic direction regarding where BLM should focus its attention in recreation management in light of today's fiscal and governmental organizational changes. Consistent with the *Recreation 2000 Update*, the focal point in western Oregon will continue to be implementation of on-going recreation resource-dependent initiatives, including implementation of existing wild and scenic river management plans, watchable wildlife and backcountry byway interpretation, multiple use trails and the operation of existing recreational facilities.

Back Country Byways is a program initiative under *Recreation 2000*. Designated *Back Country Byways* provide opportunities to enhance tourism, stimulate local economics and interpret forest management programs for visitors who are driving for pleasure on western Oregon lands. As part of BLM's *Recreation 2000*, the *Adventures in the Past* initiative promotes public visitation to interpreted cultural resources sites and provides opportunities for public participation in various facets of the cultural

resources program (guided tours, assisting in field work, cataloguing artifacts, and monitoring sites).

As a result of their proximity to Oregon's Willamette Valley and coastal population centers, and to major interstate transportation corridors, BLM's western Oregon lands provide a unique diversity of recreation opportunities to a large number of visitors, and introduce unique pressures on the preservation of cultural and other natural values.

In response to increased recreational demand, shifting public values, and declining economies associated with timber supply, increased attention and investments are being made in the region by Federal, State, and Local governments. These investments are an attempt to translate the recreational values into employment opportunities and a more diverse and stable economy.

Within the ongoing program, BLM provides a wide range of recreation opportunities consistent with intensive forest management objectives including the management of Congressionally-designated recreation areas. Through interpretive techniques, management of recreation use occurring on western Oregon lands gives a basis to provide greater understanding and acceptance of intensive forest management programs. The focus is on providing recreation opportunities, visitor services /information and protection of high priority special recreation management areas such as designated Wild and Scenic Rivers, the Coos Bay Shorelands, New River, unique cultural sites, and major recreation sites such as Loon Lake, Hyatt Lake, Fisherman's Bend, Shotgun Creek, and Wildwood among others.

A major program shift from river planning to river plan implementation occurred in 1993 when all Omnibus Oregon Wild and Scenic Rivers Act management plans were completed. The implementation of the four Omnibus Wild and Scenic Rivers Act management plans involve a wide range of activities, including water quality/quantity monitoring, resource protection, permit administration and the provision of increased visitor services.

An important component of the program involves

providing visitor management services, including on-the-ground management presence. The base program also assists in funding BLM Rangers for western Oregon districts. These rangers add visibility for the BLM, as well as augment local law enforcement authorities who cannot provide a full time law enforcement presence or resource trained personnel. The presence of BLM Rangers trained in law enforcement and use supervision is needed in special areas to prevent unauthorized and illegal activities that threaten critical resource values, to combat trespass problems, and to help assure visitor safety.

Many recreation opportunities are made available to the public through the issuance of special recreation permits. This is an essential function because of the accompanying monitoring and compliance activities which provide the BLM with the capability to control use and aid in the protection of resources. The public is also well served through the permitting of commercial operators because many people lack the proper equipment and/or "knowledge" to utilize the available recreation opportunities and would not have the opportunity to experience them. Commercial recreation use and competitive events have an important economic implication to the local communities as they generate economic returns in proximity to the activities. This is particularly true with white water boating on the Rogue, Klamath, and North Umpqua rivers.

Resource protection is also an important component of the program. This portion of the program is directed toward preventing degradation or damage to recreational and cultural resources from recreation oriented activities and natural erosion. This component includes project work needed to reduce erosion by directing use away from fragile soils, protecting/and stabilizing cultural sites, installing devices to prevent overuse of sensitive vegetative or wildlife areas, and landscape treatments. In addition, resource protection includes mitigation of adverse impacts to recreation and cultural resources from other land use activities by adding stipulations to leases and permits.

This program also includes preservation and management of archeological and historical resources.

It provides appropriate sites for natural history research, which provide data that aids in resource program planning, including forest management.

Coordination with Native American tribal organizations is another important part of the cultural resource management program. Several of the western Oregon tribal organizations have recently regained formal recognized status and are in the process of acquiring a land base, which may include some Public Lands. This tribal resurgence includes interest in natural resources relevant to cultural heritage concerns for both preservation and interpretation purposes. This cultural use of resources is a growing component of the program and is increasing the need for cooperation in the development and management of the Public Land in western Oregon.

Soil, Water, and Air Management

••Objectives••

The objectives of the western Oregon soil, water and air management program are to:

- implement the Oregon/Washington Riparian-Wetland Enhancement plan;
- support protection and rehabilitation of wetlands and riparian areas;
- provide land managers with baseline data on soils, including information on soil capabilities, suitabilities, behavior and use limitations;
- provide land managers with baseline data on water resources, including information on water quality, use and availability. Provide inventories, assessments and quantification of water sources for water rights filings to support the forest management and development, biodiversity, riparian/wetlands, fish and wildlife, and recreation programs. Comply with requirements imposed by State laws relative to water rights;

- provide land managers with information on air quality (smoke impacts, acid rain, visibility), climatology and meteorology;

- develop criteria and guidance to mitigate potential detrimental effects of forest management and development activities on soil productivity, water quality and quantity, and air quality;

- implement best management practices and watershed improvement projects to minimize nonpoint source pollution from BLM lands in western Oregon; and

- monitor water and air quality to determine effectiveness of mitigation measures in protecting water and air quality, and to ensure compliance with Federal and State laws and regulations and the State nonpoint source management plan.

◆ 1996 Program ◆

◆ Watershed Planning ◆

The President's Plan created a new focus for forest planning based on the unique ecology of each region. Watershed planning, development, and maintenance provide for stabilizing soils, improving watershed conditions, and overall insuring the sustainability of riparian and aquatic resources. Under the President's Forest Plan, all interdisciplinary activities center around the completion of a watershed assessment, which is used to help delineate riparian reserves and is the basis for management decisions, monitoring, and restoration programs.

This watershed analysis involves several steps:

- Identifying principal issues that drive the need for watershed restoration;

- identifying existing or desired conditions, this involves extensive inventories of physical and biological (plant and animal species) data;

- identifying processes that explain the causes and effects of current conditions, or are central to achieving the desired condition;

- identifying restoration opportunities; and

- identifying planning and coordination requirements on a cooperative basis across land ownerships, and with community involvement and determine feasibility of satisfying objectives.

Completion of this planning and analysis is an essential prerequisite to doing project work on a full scale as is getting acceptance of the environmental basis to conduct on the ground actions, such as timber sales and forest restoration efforts in the area.

This new approach includes a high level of BLM participation in provincial-level teams responsible for the identification and analysis of physiographic provinces and particular watersheds. Watershed analysis will be performed on watersheds (hydrologic units) that range from 20-200 square miles as described in the President's Forest Plan. By the end of 1995 about 68 such analyses will be completed representing approximately 43 percent of BLM administered lands. When the watershed analysis for a Physiographic Province, an area of similar hydrologic and aquatic habitat features, are completed they will be aggregated to create Physiographic Province plans for the 13 identified provinces of the President's Forest Plan.

The purpose of aggregation of smaller watersheds into larger Physiographic Provinces, is to enable more effective holistic or landscape management. For example, the end product will be a report that describes the distribution patterns, the type, and the relative importance of resource values, impacts, and important mechanisms. It will describe what issues will need to be considered during project planning in different parts of the watershed. The report will describe specific considerations for the design of riparian reserves, road systems, restoration projects, cumulative effects analysis, monitoring programs, and general planning.

◆ Water quality ◆

Another area of emphasis in 1996 will be on watershed monitoring to comply with Oregon's nonpoint source management plan. Monitoring is expected to

increase as a result of completion of the decadal planning effort and the start of implementation of the watershed recommendations. Monitoring will be focused on implementation and effectiveness of best management practices approved in the resource management plans. Monitoring support will be required to implement completed Omnibus Oregon Wild and Scenic Rivers Act management plans. Watershed improvement projects will be directed at reducing levels of nonpoint source pollution from past management activities. Efforts will continue to acquire State water rights which are critical for the forest prescribed burning and road construction programs.

◆Riparian/wetlands◆

The forest ecosystem includes riparian zones along several hundred miles of BLM managed streams that flow through managed forest areas. Goals and objectives of BLM's Riparian-Wetland Initiative for the 90's have been incorporated in Oregon's riparian - wetland management plan which has been revised to include western Oregon. The soil, water and air program will play a major role in supporting, coordinating and directing the riparian - wetland effort in western Oregon.

The following Performance Measures have been established in this program for Implementation of Option 9 of the Forest Plan.

Improve the Health of Public Land:

- Complete first iteration of watershed analysis on 25% of the Federal land base.

Improve Operations/Workforce and Collaboration:

- Reduce costs of preparation by 5% from 1995 costs by reducing average watershed analysis project time.

Wildlife Habitat and Fisheries Management

◆Objectives◆

The objectives of the western Oregon wildlife habitat, fisheries and botany management programs are to:

- implement ecosystem management practices;
- improve anadromous fish habitat consistent with BLM's *Fish and Wildlife 2000* plan and the report on "Anadromous Fish Habitat Management on Public Lands, A Strategy for the Future";
- comply with the Endangered Species Act (ESA) by implementing stipulations to avoid impacts on threatened, endangered or proposed plant and animal (T&E) species or their critical habitat, consult or conference with the FWS when there is a determination that an action may affect or any T&E or proposed (if adversely affected) species or its critical habitat, and to aid in the recovery of T&E and proposed species;
- increase populations of threatened and endangered (T/E) plants, fish and wildlife on western Oregon Lands, and restore species and populations to historic ranges, consistent with BLM land use plans, in cooperation with Federal and State wildlife agencies;
- manage the habitat of special status plants and animals to maintain populations at a level which will avoid endangering the species and/or the need to list the species as threatened or endangered by either State or Federal Governments; and
- enhance conservation programs and habitat management of special status animal or plant species.
- implement Oregon's *Fish and Wildlife 2000* plan and the Oregon/Washington Riparian Wetland Enhancement plan.

◆1996 Program◆

The benefits that are derived from the wildlife habitat, fisheries and botany program include providing habitat for a variety of consumptive and nonconsumptive uses by the general public. The wildlife program provides the forest management

program with the required biological expertise to implement Federal laws such as the ESA, Sikes Act, Migratory Bird Treaty Act, and the Wetlands and Water Quality Executive Orders, and thus, facilitate an orderly, effective and environmentally sound timber and other resource management program. Inventories are conducted to identify and quantify the habitat of terrestrial, aquatic, and T/E species into various condition classes and needs.

♦Anadromous Fish Habitat♦

Coastal stocks of wild salmon and steelhead are currently at relatively low levels, particularly coho salmon. Of the six species of anadromous fish found in coastal streams one (Umpqua cutthroat trout) is proposed and the remaining five (coho salmon, chinook salmon, chum salmon, pink salmon, and steelhead) are being considered for listing as threatened or endangered by the National Marine Fisheries Service. In addition, a 1991 report by the American Fisheries Society identified the following anadromous fish stocks that occur on BLM O&C lands as "at high risk of extinction": Coquille River spring chinook, South Umpqua River spring chinook, Rogue River fall chinook, Rogue River coho salmon, and Umpqua River chum salmon. This has resulted in a shortened fishing season, adverse economic effect on commercial fisheries and coastal communities, and loss of sport fishing opportunities.

In 1993, the BLM updated its 5-year plan (A Five-year Comprehensive Anadromous Fish Habitat Enhancement Plan for Oregon Coastal Rivers) with the "Anadromous Salmonid Habitat Management Strategic Plan". This updated strategy continues the original plan's focus on restoration of anadromous fish habitat in coastal Oregon, Washington, and Northern California. The updated strategy identifies the following needs for coastal Oregon and Washington over the next ten years: inventory and evaluation 1637 miles of streams; restore 484 stream miles and 27,570 riparian acres through various land management practices in order to increase production of salmon and steelhead to ensure the continued viability of these stocks; preparing 34 basin plans and 68 subbasin plans, and monitoring of high priority habitats.

During 1996, BLM will continue to implement its "Anadromous Salmonid Habitat Management Strategic Plan". Work since 1986 has included construction of nearly 2,301 instream structures, 193 rearing pools for juvenile fish, and 18 fish barrier modifications, and 42 off channel resting areas which has opened up an additional 136 miles of stream habitat to spawning fish and improved habitat conditions in 90 miles of stream. Such project work improving anadromous fish habitat will continue in 1996, and units of accomplishment have been included in the workload accomplishment table.

♦Special Status Species Habitat♦

BLM lands in western Oregon support approximately 250 Special documented or suspected to occur in western Oregon (Federally listed, proposed, candidate, state listed or Bureau sensitive) plant and animals. Approximately one-half are plants followed by invertebrates (23%), mammals (7%), birds (7%), fish (5%), and reptiles/amphibians (5%). Many species are isolated to small populations, or unique habitat types such as old growth forests, streams and springs, and wetlands, but several mammals and birds are wide-ranging over large areas of Coast Range, Siskiyou Mountains, western Cascades and portions of the interior valley. The majority of species are currently listed as Federal candidates species, which means the potential exists for many to be listed by FWS as they process the huge backlog of species in this category.

In addition, the State of Oregon has its own Endangered Species Act which requires similar protection and management for state-listed species. Anticipated population growth and urban expansion in western Oregon, which is double the national average, and a growing tourism industry will undoubtedly compound the potential threats to species already on the verge of going extinct. In order to develop sound land use plans and site-specific management plans, sound inventories are required. Without the capability to conduct baseline inventories, develop adequate management plans, and monitor impacts of both authorized and unauthorized uses for the majority of Special Status

Species that occur on BLM lands in western Oregon, its is likely that additional species will be listed in the future.

Emphasis on management of Special Status Species in western Oregon has focused almost exclusively on the Northern Spotted Owl. In addition to inventory and monitoring associated with consultation and maintenance of over 1000 known spotted owl sites, BLM has also been actively involved in intensive monitoring on selected study areas and conducting research on habitat use, movements, and population analysis.

◆Recovery Plans◆

The BLM will be implementing management plans, T/E recovery plans, and cooperative agreements and other efforts involving T/E and candidate species habitats. Recovery plans, prepared under the auspices of the FWS, identify work necessary to bring about de-listing and identify each agency's responsibilities in the recovery process. The BLM sometimes supplements recovery plans with specific management plans when necessary to accomplish its portion of the recovery efforts. In addition, the BLM actively participates in interagency conservation agreements, strategies and working groups to enhance the recovery of listed species or species tending toward listing. BLM will continue to implement existing T/E recovery and management plans for species which rely on O&C land for habitat.

BLM will be involved in managing late successional reserves, riparian reserves, other allocations under the Forest Plan and critical habitat areas to enhance recovery for the Spotted Owl, Marbled Murrelet, and at-risk salmon species. Work will include monitoring and inventory of critical habitat areas. In these areas, forest management practices will be directed at more quickly attaining old growth characteristics through creation of multi-story forest stands.

◆Habitat Restoration◆

Riparian zones along several hundred miles of BLM

managed streams in western Oregon are in need of improvement due to historic damage due to over-grazing and historic logging practices. Researchers have documented that large woody debris (logs, and root wads) provide critical structure and nutrients that maintain the health of streams and contribute to instream habitat quality needed for trout and salmon, particularly juveniles. The continuing program for 1996 will focus on implementation of the Forest Plan initiative. Activities include habitat evaluation, plan development & modification, and resource monitoring of T/E and candidate species habitat. These activities will facilitate implementation of Jobs in the Woods projects designed to restore impaired habitat, as well as ensure that appropriate actions are undertaken to protect T/E species without unnecessarily delaying other resource utilization programs.

◆Justification of 1996 Program Changes◆

Table 28. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	31,192	+3,766
FTE	419	+91

The 1996 Budget Request is \$31,192,000 and 419 FTE, a program increase of \$3,766,000 and 91 FTE. The increase is for survey work associated with the ecological resource program. The President's Plan requires the BLM to immediately initiate surveys and determine and implement protective measures for approximately 400 species throughout the region. It further requires surveys of forest canopy and soil-dwelling insects. Surveys for most of these species must be initiated by 1996 and completed by 2006. This extensive effort, covering 24 million acres in the region, equates to 250,000 acres of BLM land per year with climatically dictated repeat visits to earlier survey sites.

These surveys are beyond survey and management requirements for special status species covered by

existing BLM and FS policy. These additional species are critical for forest health by conversion of atmospheric elements and dead material into nutrients essential for tree growth and sustained forest productivity. A delay or reduction in funding will limit areas where projects can be implemented, reducing sale volumes available and limiting other activities scheduled for uninventoried or affected acres.

Table 29. Workload Accomplishments, Range Resources 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Coordinated Resource Management Plans (#)	0	2	2	0
Allotments monitored (#)	18	18	18	0
Leases Administered (#)	126	126	126	0
Projects Developed (#)	2	2	2	0

Table 30. Workload Accomplishments, O&C Recreation 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Resource Evaluation and Compliance	37	37	37	0
Partnerships/cooperative mgt	31	31	31	0
Recreation Site Management	108	108	108	0
Resource Protection	66	66	66	0

Table 31. Workload Accomplishments O&C Soil, Water and Air Management, 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Resource Evaluation (000's acres)	1,139	1,170	1,250	+80
Resource Protection (000's acres)	2	2	1.5	-.5
Water rights documentation (#)	6	8	30	+22
Project Maintenance (#)	41	43	45	+2

Table 32. Workload Accomplishments, O&C Wildlife and Fisheries, 1994, 1995, 1996.

Workload Measure	1994 Actual	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Habitat Evaluation (000's acres) ¹	2,469	2,580	2,550	-30
Habitat Improvement (000's acres)	49	110	100	-10
Maintenance projects (#)	51	35	35	0

¹ Habitat Evaluation includes monitoring, inventory, and T&E habitat evaluations. The complexity of studying and inventorying the forest has increased. By 1996, BLM will be conducting inventories for over 250 fungi, bryophytes, lichens, mollusks, and amphibians, on each acre in support of the watershed analysis process.

Justification of Program and Performance**Activity: Western Oregon Resources Management
Subactivity: Resource Management Planning****Table 33. Subactivity Summary.**

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	1,306	+19	0	1,325	+19
FTE	25	0	0	25	0

→ Objectives →

The plans for western Oregon are an integral part of the decadal planning process for western Oregon lands.

The objectives of the western Oregon resource management planning program are to:

- develop land use plans that allocate land uses, timber resources, and other resources to meet the legal mandates of the O&C Act, FLPMA, and other applicable Federal laws, executive orders, policies, and national program priorities, including maximum consistency with State and local land use and resource management plans, programs, and policies;
- adjust land use allocation and management direction through land use plan amendments to respond to new issues, problems or opportunities that arise between the plan revision cycles;
- maintain existing land use plans and supporting inventories by incorporating available information from on going activities and projects such as habitat enhancement and timber sales, ongoing environmental analyses, and public input; and
- provide an effective and efficient forum for public input into management decisions to balance resource capabilities, national guidance, regional and local concerns.

→ 1996 Program →

In 1995, BLM began to implement the new resource management plans (RMPs) in western Oregon. The development of these plans began in 1986. The new RMPs address numerous resource management issues such as old growth management, protection of spotted owls, biological diversity, threatened and endangered species management, potential sale quantity levels, anadromous fisheries, water quality, wild and scenic rivers and others.

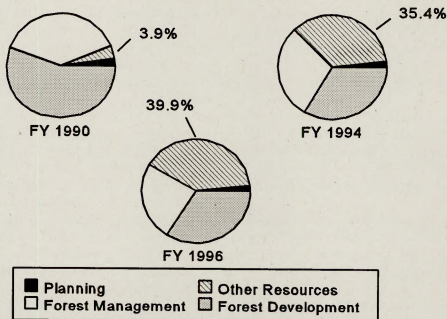
The complex issues associated with RMP development and maintenance require the application of current technology not only to meet planning schedules, but also to evaluate an enormous quantity of technical resources data to assist managers in the resource allocation process for the various alternative management scenarios involved. For example, the listing of the northern spotted owl as a threatened and endangered species generated the need to incorporate new data on the owl, its habitat, and the "old growth" ecosystem into the Western Oregon Digital Data Base (WODDB).

With the implementation of new RMPs beginning in 1995, the program emphasis will shift from plan preparation and approval to maintaining the viability of the plans for the 1990's through plan monitoring, incorporation of new data and any amendments to the RMPs. The funding level and FTE will be adequate to ensure ongoing plan monitoring and maintenance work.

The new Resource Management Plans approved in 1994, represent a different mix of activities within the O&C programs, and reflect decisions made in the President's Forest Plan. The O&C lands are no longer used simply for timber production. The BLM previously offered 1.2 billion BDFT of timber each year, and BLM was in a production mode to do that. However, public expectations for BLM management have changed, and timber is now just one product of land management. These changes have increased both monitoring and inventory workloads as well as

have reduced the volume of timber for sale. They have also required increased investment to meet increased demand work in historically minor O&C programs. As shown in the following figure, from 1990 to 1996, the Other Forest Resources Subactivity (range; soil, water, air; recreation; and wildlife/fisheries programs), has gone from about 3.9% (\$3.5 million) to 39.9% (\$31.2 million). These changes reflect the increased work loads associated with Forest Plan implementation (watershed analysis, T&E species inventory, monitoring, etc).

Western Oregon Resources Subactivity Trends



Activity Summary**Activity: Western Oregon Information & Resource Data System**

Table 34. Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Data Systems & Operations and Mgmt \$	2,435	2,433	+16	0	2,449	+2,439
FTE	10	10	0	0	10	0
Data Acquisition and Management \$	215	215	0	0	215	0
FTE	1	1	0	0	1	0
Total Dollars	2,650	2,648	+16	0	2,664	+2,439
Total FTE	11	11	0	0	11	0

♦♦ Authorizations ♦♦

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1702, 1701 note) applies to all "Public Lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and

the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

♦♦ Activity Description ♦♦

The Western Oregon Information and Resource Data System Activity provides for the acquisition, operation and maintenance of the automated data support systems required for the management of the O&C programs. With the implementation of the new RMPs in 1995, the program focus has changed from maintaining data for the plans to making the data operational for use in monitoring, adaptive management, developing timber sale plans, habitat management plans, and other activity plans.

These data bases relate directly to all aspects of ecosystem management, including forest management and development, wildlife habitat management, soil, water and air, and recreation management.

*Justification of Program and Performance***Activity: Western Oregon Information & Resource Data System**
Subactivity: Data System Operation and Management

Table 35. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	2,433	+16	0	2,449	+16
FTE	10	0	0	10	0

◆Objectives◆

The objective of the western Oregon data systems operation and management program is to:

- provide for the continued development and operation of an automated data information system in an effective and efficient manner to support resource management programs in western Oregon.

◆1996 Program◆

Many automated data bases are maintained in support of western Oregon resource management needs. These data bases relate directly to all aspects of ecosystem management including forest management and development, wildlife habitat management, soil, water and air, and recreation management program actions.

Forest inventory and associated data are maintained and analyzed for trends on timber growth, yield, age and stocking, and are subsequently used to determine probable sale quantity (PSQ) for timber sales. Tree improvement data are maintained for BLM seed orchards, including progeny plantations, as well as for genetically superior trees, orchard clones, progeny test sites, seed inventory, and pollen inventory. These data will be used in decisions relating to reforestation of harvested commercial forest land. Inventory data bases are maintained to identify forest changes and to track silvicultural treatments and accomplishments for both reforestation and intensive management practices.

Timber sale data are maintained to appraise the value of timber offered for sale. The data are continuously analyzed to predict sale values and changes in market conditions. The data also facilitate the monitoring of sales to small and large businesses for set-aside sales through Small Business Administration requirements. Active timber sale contract data are maintained for the purpose of predicting receipts and payments to the Federal Government, U.S. Treasury and the western Oregon counties.

Wildlife, riparian, sensitive species, soils and other resource inventory and associated data are maintained and analyzed for trends in numbers and habitat condition. Other work includes continued software development, user support, and data base management for tracking files to ensure data accuracy and general program support.

Efforts in 1996 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

Justification of Program and Performance**Activity: Western Oregon Information & Resources Data Systems**
Subactivity: Resource Data Acquisition and Management

Table 36. Subactivity Summary.

	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	215	0	0	215	0
FTE	1	0	0	1	0

♦♦ Objectives ♦♦

The objectives of the western Oregon resource data acquisition and management program are to:

- improve resource management decisions by acquiring and automating resource base data to support ongoing efforts and future modernization of the automated systems;
- use geographic information technology in support of BLM's forest management and other forest resource programs;
- produce accurate mapping necessary for resource management; and

- process data using established remote sensing techniques in support of BLM field operations.

♦♦ 1996 Program ♦♦

Efforts in 1996 will continue to emphasize the revision and completion of the digital cartographic base themes which form the resource base data layer for other resource themes and data display through the use of GIS technology. Data acquisition, standardization, and management of this resource base data layer will be provided in support of land management activities in western Oregon.

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Justification of Program and Performance**Activity: Jobs in the Woods****Subactivity: Jobs in the Woods**

Table 37. Subactivity Summary.

	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$(000)	5,000	11,977	+5	+11,018	23,000	+11,023
FTE	0	15	0	+30	45	+30

◆◆ Authorizations ◆◆

The Oregon and California Grant Lands Act of 1937 (43 U.S.C. 1181) provides for conservation, management, permanent forest production, and sale of timber from the Revested Oregon and California (O&C) Railroad Grant Lands and the Reconveyed Coos Bay Wagon Road (CBWR) Lands located in western Oregon.

The Act of May 24, 1939 (53 Stat. 753) relates to the disposition of funds from the Coos Bay Wagon Road Grant Lands.

The Timber Protection Act of 1922 (16 U.S.C. 594) provides for the protection of timber from fire, disease, and insects.

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1702, 1701 note) applies to all "public lands" which include the O&C Grant Lands by definition (§103(e)). However, §701(b) provides that in the event that any provision of FLPMA is in conflict with or inconsistent with the O&C Act and the Coos Bay Wagon Road Act insofar as they relate to management of timber resources and disposition of revenue from lands and resources, the latter Acts will prevail.

In addition, many other Federal statutes regarding natural resource management and protection apply to the management of the O&C and CBWR Lands in western Oregon.

◆◆ Activity Description ◆◆

The "Jobs in the Woods" initiative is a component of the President's *Forest Plan for a Sustainable Economy and Sustainable Environment*. The Forest Plan is a comprehensive and innovative blueprint for the management of forested lands in the Pacific Northwest and Northern California.

The Department of the Interior actively worked with the U.S. Forest Service, the Environmental Protection Agency, the National Marine Fisheries Service, other Federal agencies, State and local governments, and other interested constituents on the development of the Forest Plan. The BLM "Jobs in the Woods" funding is part of a regional collaborative effort to improve the health of the land and concurrently provide economic assistance to local communities.

This initiative is comprehensive: it puts people to work, provides worker training and assists communities in developing the capacity to determine their own futures, and assists new and existing businesses to maintain and increase their competitive-ness.

The Jobs in the Woods initiative has established new mechanisms for establishing partnerships with federal, state, and local governments. Such collaborative efforts are at the heart of helping local communities develop themselves and become independent. For example, the initiative provided for the creation of a state Community Economic Revitalization Team (CERT) in Oregon, Washington, and Northern California. Some communities,

individuals, and small enterprises lack the capacity, or capability to apply for funding because they do not have a project or enterprise to offer. Many communities in rural Northern California, Oregon, and Washington, have never had an economic development department at the local level, or even an individual assigned to identify ways to grow local economy. Thus the CERT teams, charged with identifying jobs in the Woods program impediments, provided a focal point.

For example, the Oregon state CERT received more than 997 proposals from all participating agencies. Based on the FEMAT report, the hardest hit areas in Oregon were predicted to be Coos, Curry, Douglas, Lane, and Linn counties. The state CERT wanted to focus on these counties as well as Benton, Jackson, and Josephine Counties. In total, about \$60,593,950 dollars were invested in Oregon from participating agencies, of which about \$8,880,000 was for Ecosystem investment:

•USFS Jobs in the Woods	\$3,600,000
•BLM Jobs in the Woods	\$4,800,000
•EPA Research	\$480,000

During the establishment phase of the CERT teams, many jobs in the Woods projects were initially developed by the Forest Management side of the Forest Plan. For 1994, it was determined that the ability of the USFS and BLM to target and employ dislocated workers in affected communities was very limited. Working within existing procurement processes, barriers were identified and waivers were requested while worker and contractor outreach programs were initiated with the Government Contract Acquisition Program.

Recognizing the need for change in available delivery systems for jobs in the Woods, an innovative Ecosystem Workforce Pilot Program was established in Sweet Home, Oregon. This pilot was able to "cut and paste" federal, state, and private resources into a demonstration project that put 10 dislocated forest industry workers to work while paying family wages and providing training opportunities. The pilot was based on the premise that individual watershed projects are grouped to provide long-term jobs for individual crews. The

workers in the pilot were hired and employed by the Oregon Department of Forestry to complete project work on both USFS and BLM lands.

Similarly, the California state CERT received more than 890 proposals (inclusive of jobs in the Wood proposals), two thirds of which were assigned to lead agencies for review. Funding has been distributed in Northern California for both economic and watershed restoration. For example, in 1994, \$22.9 million was awarded in eight counties by funding agencies, whose efforts were coordinated through the state CERT as follows:

- Forest Service, \$3.4 million and BLM \$200,000 for watershed restoration work;

- the Forest Service also provided \$1.2 million to the California Trade Commerce Agency for an Old-Growth Diversification Fund revolving loan program for economic revitalization;

- Governor Wilson provided nearly \$10 million in discretionary Job Training Partnership Act funds administered by the Employment Development Department;

- Dept. of Housing and Community Development awarded more than \$3.4 million in Community Block Grants to expand economic opportunities; and

- the Farmers Home Administration/Rural Development Administration awarded \$13.52 million for infrastructure projects and technical assistance.

The types of partnerships and collaborative efforts with local communities established in Oregon, California, and Washington, will help insure that economic revitalization and renewal will continue. The 1994 and 1995 installments to jobs in the Woods have already made a difference in each of these areas. For the BLM portion of "Jobs in the Woods" in western Oregon and northern California, we estimate that in 1994, we created the equivalent of 200 "full year jobs." This does not include indirect jobs created in acquisition of supplies, equipment, and other support services. The result:

they will remain part of the wood's workforce of the future.

♦♦ Objectives ♦♦

The "Jobs in the Woods" initiative has two primary objectives:

- to create family wage jobs for displaced forest workers, and
- to restore impaired ecosystems on federal land within the targeted geographic area (Southwest Oregon., Northern California., and the Olympic Peninsula).

♦♦ 1996 Program ♦♦

For 1996 the BLM will expand and build on what was learned on the Sweet Home pilot and other experience. Jobs associated with ecosystem restoration projects include skills such as heavy and light duty equipment operators, general forest laborers, contractors, and other support jobs. Most of these jobs are geared toward short term restoration projects that may last 3-6 months; others are geared toward providing the basis for long-term economic diversification for local communities.

The work planned provides opportunities for contracting to the private sector and responds and ties directly to the President's initiative providing stimulus to both local economies and employment. It is hoped that watershed stabilization, riparian enhancement, and stream habitat improvement projects, together will increase anadromous fish populations beyond critical threshold levels such that associated industries (such as recreational and commercial fishing and tourism) will be enhanced. Such work will help reduce sedimentation into streams, enhance anadromous fish habitat, improve forest habitat, and possibly eliminate the future need to list species under the Endangered Species Act.

♦♦ Justification of 1996 Program Changes ♦♦

Table 38. 1996 Program Changes.

	1996 Budget Request	Program Changes (+/-)
\$(000)	23,000	+11,023
FTE	45	+30

The 1996 Budget Request is \$ 23,000,000 and 45 FTE, a program increase of \$11,023,000 and 30 FTE. This program increase is part of the Department's commitment to request a total of \$30 million for this effort. The increase will be directed to a variety of projects including, wildlife and riparian improvement projects, forest improvement projects, stream restoration projects, road maintenance, road closures, recreation, and road and bridge replacement, improvement and repair.

Examples of restoration Activities (see attached table):

A. Activities that address *road erosion and sedimentation* to enhance water quality, fish habitat, and fish passage to spawning grounds:

- road decommissioning to reduce sedimentation runoff from roads by closing and stabilizing roads to eliminate potential for storm damage and the need for maintenance.
- road treatments to reduce landslide potential, improve drainage, prevent washouts at road stream crossings and improve fish passage (82 miles and replacement or installation of 61 culverts).
- restoration of hydrologic functions impaired by roads, interruptions of surface flow, alteration of streamflow regimes, interception of rainfall, and concentration of flow and sediment (road bank stabilization through slide removal, mulching, and brushing - 2,725 miles).

B. Activities that address *riparian silviculture* to enhance riparian diversity, community structure, and channel stability (12,000 acres or 200 miles):

- planting on streamside landslides and flood terraces.
- reforesting shrub and hardwood stands with conifers to enhance diversity.
- exclusion of livestock to promote rapid natural revegetation of areas impacted by historical overgrazing.

C. Activities that address *stream channel restoration* to desired aquatic habitat conditions (250 miles of stream improvement):

- fish and aquatic resource habitat improvements such as fish passage; improving habitat complexity; creating spawning habitat; restoring and holding habitat; creating off-channel ponds and side channels.
- instream hydrologic function improvements such as the introduction of large woody debris and boulders for energy dissipation; creation of catchments for sediment storage; and floodplain and channel restructuring to improve bank stability.

D. Activities that address *upland improvements* to improve hydrologic functions of impaired watersheds (e.g., peak flows, low flows, runoff timing) which effect channel characteristics (12,000 acres):

- reforestation of impaired watersheds to improve hydrologic functions.
- releasing young conifers from overtopping hardwoods to improve structure of key habitat.
- creation of snags or tree nest cavities for old growth dependent species.

E. Activities that address *socioeconomic needs* includ-

ing providing opportunity for recreation, and promotion of values that will enhance tourism industries and the creation of long term jobs:

- construction projects which provide new facilities, expansion or improvements to support ecosystem restoration, transportation safety, recreation use, and wildlife viewing opportunities, and interpretive projects which will enhance recreational uses and related industries. (Examples of projects include: Cascade Stream Watch Environmental Education project, focusing on anadromous fisheries and watersheds; Umpqua River project, development includes 20 campsites, parking area, trails, and a small pavilion; and Hyatt Lake Winter Play Area, the project will realign the tubing hill and expand the parking area to eliminate overcrowding and safety problems.) A total of nine projects are planned.

To assess progress toward achieving our objectives BLM has established the following key performance measure: to *Improve Social Well-being Through Provision of Benefits Derived From Public Lands*. This will include:

- providing an average of 25 - 30 jobs/million dollars spent doing ecosystem restoration projects using Jobs in the Woods funds. BLM expects to create more than 500 full year jobs.
- contracting 90% of Jobs in the Woods dollars to the private sector for watershed restoration projects including road closures, fish passage enhancements, riparian plantings, and reduction of sedimentation.
- committing to enhance the social and economic aspects of the local ecosystems. These projects will provide enhanced recreational opportunities and educational and interpretive opportunities which will help the general public understand the ecosystem better.

Table 39. Activity Accomplishments, Jobs in the Woods 1994,1995,1996

Actions	1994 (000s)	1995 (000s)	1996 (000s)	Change from 1995 (+/-)
Actions to address road erosion and sedimentation	2,598	3,677	5,000	+5,323
Actions to address riparian silviculture	434	1,300	2,000	+700
Actions to address stream channel restoration	1,511	3,500	5,000	+1,500
Actions to address upland habitat enhancement	402	2,000	5,000	+1,500
Actions to address socio - economic needs	10	1,500	5,000	+2,500
Total	4,955	11,977	23,000	+11,023

Summary of Requirements by Object Class

Appropriation: Oregon & California Grant Lands

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		46,486		1,144		3,464		51,094
11.3 Other than full-time permanent		5,257		129		392		5,778
11.5 Other personnel compensation		1,631		--		161		1,792
11.8 Special personal svcs payments		66		--		7		73
11.9 Total personnel compensation	1,290	53,440	0	1,273	102	4,024	1,392	58,737
12.1 Civilian personnel benefits		10,535		--		1,044		11,579
13.0 Benefits for former personnel		1,750		--		250		2,000
21.0 Travel & transportation of persons		1,000		--		1,000		2,000
22.0 Transportation of things		3,000		--		500		3,500
23.2 Rental payments to others		150		--		50		200
23.3 Communications, utilities, & misc		1,000		--		150		1,150
24.0 Printing and reproduction		500		--		50		550
25.2 Other services		15,650		105		5,245		21,000
26.0 Supplies and Materials		4,000		--		750		4,750
31.0 Equipment		3,000		--		750		3,750
32.0 Lands and structures		3,300		--		200		3,500
42.0 Insurance claims & indemnities		39		--		(3)		36
99.9 Total obligations	1,290	97,364	0	1,378	102	14,010	1,392	112,752

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Program and Financing (in thousands of dollars)

Identification code: 14-1116-U-1-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Western Oregon resources management.....	70,568	71,962	78,222
00.02 Western Oregon information and resource data system.....	2,650	2,648	2,664
00.03 Western Oregon facilities maintenance.....	9,867	9,893	8,376
00.04 Western Oregon construction and acquisition.....	898	884	490
00.05 Job-in-the-Woods.....	5,000	11,977	23,000
10.00 Total obligations.....	88,983	97,364	112,752
Financing:			
17.00 Recovery of prior year obligations.....	(3,149)	0	0
21.40 Unobligated balance available, start of year.....	(4,328)	(6,346)	(6,346)
24.40 Unobligated balance available, end of year.....	6,346	6,346	6,346
39.00 Budget authority (gross).....	87,852	97,364	112,752
Budget authority			
40.00 Appropriation.....	83,052	97,550	112,752
40.78 Percentage reduction pursuant to P. L. 103-332.....	0	(186)	0
42.00 Transfer from other accounts.....	4,800	0	0
43.00 Appropriation, (total).....	87,852	97,364	112,752
Relation of obligations to outlays:			
71.00 Total obligations	88,983	97,364	112,752
72.40 Obligated balance, start of year.....	18,668	19,362	33,357
74.40 Obligated balance, end of year.....	(19,362)	(33,357)	(37,358)
78.00 Adjustments in unexpired accounts.....	(3,149)	0	0
90.00 Outlays	85,140	83,369	108,751

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Object Classification (in thousands of dollars)

Identification code: 14-1116-0-1-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	38,539	46,486	51,094
11.3 Other than full-time permanent.....	4,358	5,257	5,778
11.5 Other personnel compensation.....	1,352	1,631	1,792
11.8 Special personal services payments.....	55	66	73
11.9 Total personnel compensation.....	44,304	53,440	58,737
12.1 Civilian personnel benefits.....	8,734	10,535	11,579
13.0 Benefits for former personnel.....	1,753	1,750	2,000
21.0 Travel and transportation of persons.....	976	1,000	2,000
22.0 Transportation of things.....	3,194	3,000	3,500
23.2 Rental payments to others.....	148	150	200
23.3 Communications, utilities, and miscellaneous charges.....	828	1,000	1,150
24.0 Printing and reproduction.....	340	500	550
25.2 Other services.....	17,931	15,650	21,000
26.0 Supplies and materials.....	4,509	4,000	4,750
31.0 Equipment.....	2,982	3,000	3,750
32.0 Land and structures.....	3,270	3,300	3,500
42.0 Insurance claims and indemnities.....	14	39	36
99.0 Subtotal, Bureau of Land Management.....	88,983	97,364	112,752

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON AND CALIFORNIA GRANT LANDS
Personnel Summary

Identification code: 14-1116-0-1-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	1,101	1,290	1,392
Full-time equivalent of overtime and holiday hours.....	25	25	25

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Appropriation: Range Improvements (Current, Mandatory, Indefinite)

Appropriation Language Sheet

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than [\$10,350,000] \$9,113,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

For rehabilitation, protection, and acquisition of lands and interests therein, and improvement of Federal rangelands pursuant to section 401 of the Federal Land Policy and Management Act of 1976 (43 U.S.C. 1701), notwithstanding any other Act, sums equal to 50 per centum of all moneys received during the prior fiscal year under sections 3 and 15 of the Taylor Grazing Act (43 U.S.C. 315 et seq.) and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law, but not less than \$10,350,000 \$9,113,000, to remain available until expended: *Provided*, That not to exceed \$600,000 shall be available for administrative expenses.

43 U.S.C. 1751

43 U.S.C. 1901

7 U.S.C. 1010

E.O. 10046; 10175; 10234;

10322; 10787; 10890,

30 U.S.C. 355

Section 401 of FLPMA (43 U.S.C. 1751) as amended by the Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1905) provides that 50 per centum of all moneys received by the United States as fees for grazing domestic livestock on Public Land under the Taylor Grazing Act (43 U.S.C. 315) and the Act of August 28, 1937 (43 U.S.C. 1181d) shall be credited to a separate account in the Treasury and made available for the purpose of on-the-ground range rehabilitation, protection, and improvements, including but not limited to, seeding and reseedling, fence construction, weed control, water development, and fish and wildlife habitat enhancement.

... and the amount designated for range improvements from grazing fees and mineral leasing receipts from Bankhead-Jones lands transferred to the Department of the Interior pursuant to law,

7 U.S.C. 1010 (the Bankhead-Jones Farm Tenant Act of 1937) provides that the Secretary of Agriculture is authorized and directed to develop a program of

land conservation and utilization in order to correct maladjustments in land use, and thus assist in controlling soil erosion, conducting reforestation, preserving natural resources, protecting fish and wildlife, developing and protecting recreational facilities, mitigating floods, preventing impairment of dams and reservoirs, conserving surface and subsurface moisture, protecting the watersheds of navigable streams, and protecting the Public Land, health, safety, and welfare, but not to build industrial parks or establish private industrial or commercial enterprises.

Executive Orders 10046, et al. provide that land under the jurisdiction of the Secretary of Agriculture under the provision of §32 of the Bankhead-Jones Farm Tenant Act is transferred from the Department of Agriculture to the Department of the Interior for use, administration, or exchange under the applicable provisions of the Taylor Grazing Act.

30 U.S.C. 355 provides that all mineral leasing receipts derived from leases issued under the authority of the Mineral Leasing Act for Acquired Lands of 1947 shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the lands affected by the lease. The intention is that this act shall not affect the distribution of receipts pursuant to legislation applicable to such lands.

The Annual Department of the Interior and Related Agencies Appropriations Act provides that a minimum amount is appropriated, and that the appropriation shall remain available until expended and that a maximum of \$600,000 is available from this appropriation for BLM administrative expenses.

There is no specific authorizing legislation. Under the provisions of the Balanced Budget and Emergency Deficit Control Act of 1985 and the Budget Enforcement Act of 1990, this account is classified as a current, mandatory account.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc. (+) Dec. (-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
RANGE IMPROVEMENTS	82	10,025	89	10,350	(7)	(1,237)	0	0	82	9,113	(7)	(1,237)
Range Improvements	82	10,025	89	10,350	(7)	(1,237)	0	0	82	9,113	(7)	(1,237)
Public Lands Improvemen	74	8,325	81	8,705	(6)	(1,056)	0	0	75	7,649	(6)	(1,056)
Farm Tenant Act Lands	8	1,100	8	1,045	(1)	(181)	0	0	7	864	(1)	(181)
Administrative Expenses	0	600	0	600	0	0	0	0	0	600	0	0

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Range Improvements

	1995 Enacted	1996 Change
Reduced grazing receipts	10,350	(1,237)
The adjustment reflects a reduction in grazing receipts in FY 1996.		

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Justification of Program and Performance**Activity: Range Improvements****Table 1** Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Public Land \$	8,325	8,705	-1,056	0	7,649	-1,056
FTE	74	81	-6	0	75	-6
Farm Tenant Act (L.U. Land) \$	1,100	1,045	-181	0	864	-181
FTE	8	8	-1	0	7	-1
Administrative Exp. \$	600	600	0	0	600	0
FTE	0	0	0	0	0	0
Total Dollars	10,025	10,350	-1,237	0	9,113	-1,237
Total FTE	82	89	-7	0	82	-7

The following narrative covers all 3 subactivities. With the exception of the status of the land involved, the program and performance conducted under each activity is identical.

•• Authorizations ••

The *Federal Land Policy and Management Act of 1976, as amended*, (FLPMA), (43 U.S.C. 1751) provides that 50 percent of grazing fees are authorized to be appropriated for range betterment. Half the appropriated amount is to be spent within the same BLM district which generated the grazing receipts; the remaining half may be utilized as the Secretary directs.

The *Mineral Leasing Act for Acquired Lands of 1947* (30 U.S.C. 355) provides that "all receipts derived from leases issued under the authority of this chapter, shall be paid into the same funds or accounts in the Treasury and shall be distributed in the same manner as prescribed for other receipts from the

lands affected by the lease, the intent of this provision being that this chapter shall not affect the distribution of receipts pursuant to legislation applicable to such lands . . ."

The *Taylor Grazing Act of 1934, as amended*, (43 U.S.C. 315) provides for active management of public rangelands including regulation of livestock grazing and improvement of the productive capability of the public range.

The *Public Rangelands Improvement Act of 1978* (43 U.S.C. 1901-1905) provides for improving the condition of the public rangelands and provides authorization for an appropriation of \$10,000,000 per annum or 50 percent of all moneys received as fees for grazing, whichever is greater, notwithstanding the level of grazing fees collected.

The *Farm Tenant Act of 1937* ("Bankhead-Jones Act") (7 U.S.C. 1010, 1012-1013A) provides for management

of acquired farm tenant lands and construction and maintenance of range improvements.

Executive Order No. 12548 provides for establishment of appropriate fees for the grazing of domestic livestock on public rangelands. It also provides that the fee shall not be less than \$1.35 per animal unit month.

◆◆Objectives◆◆

The principal objectives of this program are to improve the productivity of public rangeland ecosystems to benefit livestock, wildlife, riparian, and watershed protection through the following activities:

- planning, constructing and developing physical improvements specifically called for in resource activity plans for protection or improvement of resource conditions;
- initiating on-the-ground improvements recommended in new activity plans and giving priority to allotments with riparian areas not meeting management objectives; and
- planning, constructing and developing projects to prevent resource damage or relieve conflicts in resource use, and to modify, remove, or make additions to projects where resource conditions or new information indicates this is needed.

◆◆1996 Program◆◆

The 1996 Budget Request for Range Improvements is \$9,113,000 and 82 FTE, which represents decrease of \$1,237,000 and 7 FTE from the 1995 Enacted Level.

This decrease is the result of decreased livestock grazing revenue projections during 1995 resulting from a reduction in the grazing fee (from \$1.98 in 1994 to \$1.61 in 1995). The 1996 Budget Request represents 50 percent of the projected 1995 grazing receipts plus designated amounts from other revenue from the Bankhead-Jones Farm Tenant Act Lands under BLM jurisdiction.

This activity includes all facets of managing the administration of the range improvements on public lands, including project planning; engineering and design; construction; and project monitoring.

The Range Improvements activity is directed toward improving the productivity of public rangeland ecosystems to benefit livestock; fish and wildlife habitat; riparian values; watershed protection and other resource values.

Section 401 of the FLPMA directs that one-half of the Range Improvements appropriation (referred to as range betterment funds) be returned for use in the districts from which the fees were collected; the other half may be used for rangeland improvement practices as the Secretary directs.

◆◆Resource Improvement and Maintenance◆◆

Range improvements such as fences, water developments, seedings, weed control and vegetation treatment contribute to effective range management and are being used successfully to improve the soil, watershed and vegetative condition of the Nation's rangelands.

The range improvements program stresses the management of rangeland resources on an ecosystem basis. This type of management considers the interrelationships of living organisms (plants and animals), the physical environment (soil, water, air), and landscape characteristics when developing and implementing resource objectives and management actions. An ecosystem management approach provides the opportunity to enhance biological diversity. Management approaches that enhance the protection or maintenance of biological diversity on the public lands are important to prevent the disappearance of habitats, the loss of plant and animal species, and the decline in availability of the social values and economic products derived from these natural communities.

The results of land use planning and resource activity planning provide the basis for determining needed improvements. Activity plans include an analysis of the costs and benefits of improvements

and identify appropriate schedules for construction/development. Riparian area needs, if not identified in activity planning, are incorporated into the priority planning of projects as well.

Rangeland users are encouraged to participate in rangeland improvement work by contributing funds to, or directly funding, improvements identified through coordinated and cooperative management agreements. Under current policy, the Range Improvements appropriation is not used for maintenance of range improvement structures. The individual, group, or association deriving the primary benefit(s) from a structural improvement are responsible for maintaining that improvement. Thus, livestock operators are responsible for the maintenance of those structural improvements primarily benefiting their livestock operations. Maintenance for which BLM retains responsibility, such as nonstructural improvements, is funded from the Rangeland Management Subactivity in the MLR appropriation. As a result, a greater proportion of the Range Improvements appropriation is used for development of on-the-ground improvements that have been proven successful in increasing the productivity of the rangelands.

The 1996 program will provide for the construction of 450 structural developments, and land or vegetative treatments on approximately 70,000 acres. Planned acreage of vegetative treatments are affected by weather conditions which result in

annual fluctuations in accomplishments. The acreage of treatment through prescribed burning may be severely restricted when burning conditions are too wet or dry at the scheduled time of the year. The range improvements program is part of ongoing ecosystem management efforts to improve the condition of riparian areas. Approximately \$800,000 is budgeted in support of riparian area management.

Noxious weed infestations pose health hazards to grazing animals and threaten the productivity of rangelands and adjacent agricultural lands and occur on many public land areas throughout the western United States. Many infestations are rapidly expanding and if not treated threaten the productivity of rangelands. Cooperative weed control efforts have been established among BLM and other Federal, State, and county agencies. The 1996 program provides for control on about 20,000 acres, an increase of 4,500 acres over 1995 levels. This increase in weed control efforts will be accomplished through reduced vegetative treatments and structural projects such as fencing and water developments. Structural developments will be reduced by 150.

Table 2 Range Improvements Program - Workload Accomplishments 1994, 1995, 1996.

Workload Measure	1994 Actual (Rounded)	1995 Enacted To Date	1996 Budget Request	Change From 1995 (+/-)
Structural Developments	600	600	450	-150
Land/Vegetation Treatments (acres)	80,000	90,000	70,000	-20,000
Weed Control (Acres)	9,050	15,500	20,000	4,500

Summary of Requirements by Object Class

Appropriation: Range Improvements

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		3,074		(145)		--		2,929
11.3 Other than full-time permanent		239		(11)		--		228
11.5 Other personnel compensation		112		(5)		--		107
11.8 Special personal svcs payments		7		(1)		--		6
11.9 Total personnel compensation	89	3,432	(7)	(162)	0	0	82	3,270
12.1 Civilian personnel benefits		732		(34)		--		698
13.0 Benefits for former personnel		132		(32)		--		100
21.0 Travel & transportation of persons		150		(25)		--		125
22.0 Transportation of things		575		(25)		--		550
23.3 Communications, utilities, & misc		6		2		--		8
24.0 Printing and reproduction		1		1		--		2
25.2 Other services		2,450		(415)		--		2,035
26.0 Supplies and Materials		1,000		(250)		--		750
31.0 Equipment		60		--		--		60
32.0 Lands and structures		1,800		(300)		--		1,500
41.0 Grants, subsidies, & contributions		12		3		--		15
99.9 Total obligations	89	10,350	(7)	(1,237)	0	0	82	9,113

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Program and Financing (in thousands of dollars)**

Identification code: 14-5132-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Improvement to public lands.....	8,781	8,705	7,649
00.02 Farm tenant act lands.....	1,141	1,045	864
00.03 Administrative expenses.....	600	600	600
10.00 Total obligations.....	10,522	10,350	9,113
Financing:			
17.00 Recovery of prior year obligations.....	(283)	0	0
21.40 Unobligated balance available, start of year.....	(1,834)	(1,620)	(1,620)
24.40 Unobligated balance available, end of year.....	1,620	1,620	1,620
39.00 Budget authority	10,025	10,350	9,113
Budget Authority			
40.05 Appropriation (indefinite).....	619	455	0
40.25 Appropriation (special fund, indefinite).....	9,406	9,895	9,113
43.00 Appropriation, (total).....	10,025	10,350	9,113
Relation of obligations to outlays:			
71.00 Total obligations.....	10,522	10,350	9,113
72.40 Obligated balance, start of year.....	3,480	2,936	4,909
74.40 Obligated balance, end of year.....	(2,936)	(4,909)	(4,451)
78.00 Adjustments in unexpired accounts.....	(283)	0	0
90.00 Outlays (net).....	10,783	8,377	9,571

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Object Classification (in thousands of dollars)

Identification code: 14-5132-0-2-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,767	3,074	2,929
11.3 Other than full-time permanent.....	215	239	228
11.5 Other personnel compensation.....	101	112	107
11.8 Special personal services payments.....	6	7	6
11.9 Total personnel compensation.....	3,089	3,432	3,270
12.1 Civilian personnel benefits.....	659	732	698
13.0 Benefits for former personnel.....	92	132	100
21.0 Travel and transportation of persons.....	130	150	125
22.0 Transportation of things.....	690	575	550
23.3 Communications, utilities, and miscellaneous charges.....	6	6	8
24.0 Printing and reproduction.....	1	1	2
25.2 Other services.....	2,564	2,450	2,035
26.0 Supplies and materials.....	1,516	1,000	750
31.0 Equipment.....	60	60	60
32.0 Land and structures.....	1,709	1,800	1,500
41.0 Grants, subsidies, and contributions.....	6	12	15
99.9 Total obligations.....	10,522	10,350	9,113

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
RANGE IMPROVEMENTS
Personnel Summary

Identification code: 14-5132-0-2-302	1994 actual	1995 enacted	1996 estimate
Full-time equivalent employment.....	82	89	82
Full-time equivalent of overtime and holiday hours.....	2	2	3

Appropriation: Service Charges, Deposits, and Forfeitures (Indefinite)

Appropriation Language Sheet

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305(c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

For administrative expenses and other costs related to processing application documents and other authorizations for use and disposal of public lands and resources, for costs of providing copies of official public land documents, for monitoring construction, operation, and termination of facilities in conjunction with use authorizations, and for rehabilitation of damaged property, such amounts as may be collected under sections 209(b), 304(a), 304(b), 305(a), and 504(g) of the Act approved October 21, 1976 (43 U.S.C. 1701), and sections 101 and 203 of Public Law 93-153, to be immediately available until expended: *Provided*, That notwithstanding any provision to the contrary of section 305(a) of the Act of October 21, 1976 (43 U.S.C. 1735(a)), any moneys that have been or will be received pursuant to that section, whether as a result of forfeiture, compromise, or settlement, if not appropriate for refund pursuant to section 305 (c) of that Act (43 U.S.C. 1735(c)), shall be available and may be expended under the authority of this or subsequent appropriations Acts by the Secretary to improve, protect, or rehabilitate any public lands administered through the Bureau of Land Management which have been damaged by the action of a resource developer, purchaser, permittee, or any unauthorized person, without regard to whether all moneys collected from each such forfeiture, compromise, or settlement are used on the exact lands damage to which led to the forfeiture, compromise, or settlement: *Provided further*, That such moneys are in excess of amounts needed to repair damage to the exact land for which collected.

30 U.S.C. 185(1)
 43 U.S.C. 1652(c)
 43 U.S.C. 1719(b)
 43 U.S.C. 1734(a)
 43 U.S.C. 1734(b)
 43 U.S.C. 1735(a)
 43 U.S.C. 1737
 43 U.S.C. 1764(g)

30 U.S.C. 185(1) states that the applicant for a right-of-way shall reimburse the United States for administrative and other costs incurred in process-

ing the application, and the holder of a right-of-way or permit shall reimburse the United States for the costs incurred in monitoring the construction, operation, maintenance and termination of any pipeline and related facilities on such right-of-way.

43 U.S.C. 1652(c) provides for the cost recovery provision of the Mineral Leasing Act to apply to rights-of-way, leases, permits and other authorizations issued pursuant to this title.

43 U.S.C. 1719(b) (FLPMA §209(b)) provides for conveyance of mineral interests upon payment of administrative costs and that the moneys paid . . . for administrative costs . . . shall be paid to the agency which rendered the service and deposited to the appropriation then current."

43 U.S.C. 1734(a) (FLPMA §304(a)) provides that the Secretary may establish reasonable filing and service fees and reasonable charges, and commissions with respect to applications and other documents relating to the Public Land.

43 U.S.C. 1734(b) (FLPMA §304(b)) provides that the Secretary is authorized to require a deposit of any payments intended to reimburse the United States for reasonable costs with respect to applications and other documents relating to such lands. The moneys shall be deposited with the Treasury in a special account and are authorized to be appropriated and made available until expended.

43 U.S.C. 1735(a) (FLPMA §305(a)) provides that any money received by the United States as a result of the forfeiture of a bond or other security by a resource developer or purchaser or permittee who does not fulfill the requirements of his contract or permit or does not comply with the regulations of the Secretary, or in contract involving present or potential damage to the Public Land, shall be credited to a separate account in the Treasury and is authorized to be appropriated and made available until expended.

43 U.S.C. 1737 (FLPMA §307(c)) provides that the Secretary may accept contributions or donations of money, services, and property, real, personal, or mixed, for the management, protection,

development, acquisition, and conveying of the public land, including the acquisition of rights-of-way for such purposes.

43 U.S.C. 1764(g) (FLPMA §504(g)) provides for payment of rental fees for rights-of-way and for reimbursement of all reasonable administrative and other costs incurred in processing an application for a right-of-way; inspecting and monitoring construction and operations; and terminating the facility pursuant to the right-of-way.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Enacted		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc. (+) Dec. (-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
SERVICE CHARGES, DEPOSITS AND FORFEITURES	101	9,690	119	8,883	2	110	0	0	121	8,993	2	110
Rights-Of-Way Process.	46	4,709	54	3,793		66	0	0	54	3,859	0	66
Adopt-a-Horse Program	1	1,222	1	798		1	0	0	1	799	0	1
Repair of Damaged Lands	12	1,345	15	1,288	2	9	0	0	17	1,307	2	9
Cost Recoverable Realty Cases	7	433	17	599		9	0	0	17	608	0	9
Timber Contract Expenses	8	730	8	798		8	0	0	6	806	0	8
Copy Fees	27	1,251	26	1,597		17	0	0	26	1,614	0	17

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Service Charges, Deposits, and Forfeitures

	1995 Enacted	1996 Change
Additional cost in 1996 of the January 1995 Pay Raises	0	17
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1995.		
Additional cost in 1996 of the January 1996 Pay Raises		75
The adjustment is for an additional amount needed in 1996 to fund a portion of the estimated cost of pay increases effective in January 1996.		
One-additional Paid Day in Fiscal Year 1996		18
The adjustment reflects the fact that FY 1996 has one more paid day than in FY 1995.		

Justification of Program and Performance**Activity: Rights-of-Way Processing****1 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	4,709	3,793	+66	0	3,859	+66
FTE	46	54	0	0	54	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734, 1764) authorizes collection of service charges and deposits to finance the costs of certain rights-of-way application and permitting activities.

The Mineral Leasing Act of 1920, as amended by the Trans-Alaska Pipeline Act of 1973, §101 (30 U.S.C. 185), authorizes rights-of-way for oil, gas, and other fuels. It further authorizes the Secretary to issue rights-of-way and other land use authorizations related to the Trans-Alaska Pipeline. Rights-of-way applicants and permittees are to reimburse the United States for all costs associated with processing applications and monitoring pipeline construction and operations.

The Alaska Natural Gas Transportation Act of 1976 (15 U.S.C. 719) authorizes the granting of certificates, rights-of-way permits, and leases.

The National Environmental Policy Act of 1969 (42 U.S.C. 4321, 4331-4335, 4341-4347) requires preparation of environmental impact statements for Federal projects that may have a significant effect on the environment.

◆ Objectives ◆

The objectives of this program are to:

- facilitate production and transportation of domestic energy resources;
- expedite the granting of all rights-of-way (ROWs) by processing applications, issuing permits, and monitoring construction involved with the operation and termination of cost recoverable ROWs on the Public Land as authorized by the Federal Land Policy and Management Act and the 1973 amendment to the Mineral Leasing Act of 1920; and
- maintain the more than 100,000 existing authorizations by determining and collecting proper rentals; processing amendments, relinquishments, and relocations; and ensuring compliance with the terms and conditions of the authorization.

◆ 1996 Program ◆

The Bureau ROW program is funded through a combination of applicant deposits made into this indefinite appropriation and directly appropriated funds in the "Management of Lands and Resources" (MLR) appropriation—Lands, Realty and Rights-Of-Way management subactivity.

BLM obtains deposits of funds from applicants and grant holders prior to processing an application for a right-of-way. The amount of the deposit is set either by a schedule or is based on actual costs, depending on the type and size of the project. For major projects, the funds collected are available directly to the office processing the application. For smaller projects, those where the fees are collected based on a standard fee schedule, the funds are provided to the offices through the regular budget allocation process. Only those costs resulting directly from the filing of an application or the issuance of a ROW grant, and which directly facilitate processing, monitoring or termination of such are charged against the individual project.

In 1996, BLM expects to process cost recovery cases that will be funded either fully or partially by reimbursement from the applicant. Some ROW cases are not cost reimbursable by statutory provision and are funded entirely from the MLR appropriation. Only a portion of the processing costs for FLPMA cases is recoverable under the regulations due to the reasonableness criteria contained in §304 (b) of FLPMA. The non-recoverable portion of BLM's processing costs is funded from the MLR account.

Justification of Program and Performance**Activity: Adopt-a-Horse Program****2 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,222	798	+1	0	799	+1
FTE	1	1	0	0	1	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes collection of service charges to finance the costs of certain applicant activities.

The Wild Free-Roaming Horse and Burro Act of 1971, as amended by the Public Rangelands Improvement Act of 1978 (16 U.S.C. 1331-1340) authorizes "adoption" of wild horses and burros by private individuals under cooperative agreements with the Government.

The Public Rangelands Improvement Act of 1978 (43 U.S.C. 1901-1908) establishes the policy of improving the Federal (rangeland) conditions and facilitates the humane adoption or disposal of excess wild free-roaming horses and burros.

◆ Objectives ◆

The objectives of the program are to:

- provide for the adoption of excess wild horses and burros by qualified private parties under cooperative agreements; and
- recover a part of the associated veterinary, transportation, and animal maintenance costs from persons adopting the animals.

◆ 1996 Program ◆

The BLM charges standard adoption fees of \$125 per horse and \$75 per burro to partially offset costs of operation the adoption of excess animals at BLM preparation facilities and adoption centers. BLM estimates the adoption of 7,500 animals in 1996.

The 1996 funds will be used to facilitate the care and adoption of wild horses and burros removed from public lands. A significant portion of the funds are used to transport animals from preparation facilities to adoption centers. Horses and burros are also cared for and prepared for adoption through this program.

Justification of Program and Performance**Activity: Repair of Damaged Lands****3 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,345	1,298	+9	0	1,307	+9
FTE	12	15	+2	0	17	+2

••Authorizations••

The Federal Land Policy and Management Act of 1976 (§305) (43 U.S.C. 1735) authorizes collection for damages, forfeiture of performance bonds, and receipt of deposits to finance the costs of certain land restoration activities. The provision is amended by the appropriations act language for "Services Charges, Deposits and Forfeitures."

performance bonds by resource developers, purchasers, or permittees. It further authorizes the use of those funds for rehabilitation made necessary by actions of those users. By appropriations language, the funds are available to be expended to improve, protect or rehabilitate any damaged public land when the amount collected is in excess of the amount needed to repair damage to the exact land for which funds were forfeited or collected.

••Objectives••

The objectives of this activity are to:

- rehabilitate lands damaged by users who have not fulfilled the requirements of contracts or permits for which performance bonds were posted;
- rehabilitate lands damaged in the course of unauthorized activities (e.g., trespass); and
- rehabilitate lands damaged by authorized users who make repair payments in lieu of performing actual repair.

Funds available in this activity are used in the state of origin.

Funds available in this activity are used in their state of origin.

••1996 Program••

FLPMA authorizes the collection of deposits and, in certain circumstances, requires the posting of

Justification of Program and Performance**Activity: Cost Recoverable Realty Cases****4 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	433	599	+9	0	608	+9
FTE	7	17	0	0	17	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1719, 1732, 1745, 1746) authorizes collecting service charges and permitting deposits to finance the costs of certain application processing activities.

◆ Objectives ◆

The objective of the cost recoverable realty cases program is to:

- process certain types of realty cases on a cost recoverable basis from the applicants, as authorized by FLPMA.

◆ 1996 Program ◆

This program provides for performance of certain realty services by BLM on a cost-recoverable basis. The estimate of \$608,000 in this activity is based upon the annual average receipts in recent years. Persons or institutions desiring these services deposit money with the BLM in advance for performance of specified work. When deposited into this account, the fees are immediately appropriated, and become available for use by the BLM to perform the required work. These services are as follows:

Expenses, Conveyance of Federally-owned Mineral Interests. Funds received from applicants for conveyance of mineral interests under §209 of FLPMA are used to cover administrative costs, including costs of conducting an exploratory program to determine whether and what kind of mineral deposits are under the land; evaluating the data obtained under the exploratory program to determine the fair market value of the mineral interests to be conveyed; and preparing and issuing the conveyance documents.

Expenses, Recordable Disclaimers of Interest. Funds received from applicants for recordable disclaimers of interest under §315 of FLPMA are used to cover administrative costs. These costs include determining whether the United States has an interest in the land, determining whether the land boundaries have changed due to riparian boundary changes, preparing the riparian specialist's report, and preparing and issuing the document of disclaimer.

Expenses, Leases, Permits, and Easements. Funds received from applicants for land use authorizations under §302 (b) of FLPMA are used to cover administrative costs which include, but are not limited to, costs of processing the application; monitoring construction, operation, and maintenance of authorized facilities; and monitoring rehabilitation and restoration of the land.

*Justification of Program and Performance***Activity: Timber Contract Expenses****5 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	730	798	+8	0	806	+8
FTE	8	6	0	0	6	0

•• Authorizations ••

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1734) authorizes the collection of service charges to finance the costs of certain applicant activities.

•• Objectives ••

The objective of this program is to:

- provide funds for the BLM to perform certain work required by the timber sale contract, such as slash disposal, when the purchaser elects to make payment to the BLM in lieu of performing the work directly.

•• 1996 Program ••

Most BLM timber sale contracts contain provisions which allow the purchaser to make cash payments to the BLM in lieu of performing specified work directly. The BLM uses the funds deposited to accomplish the required tasks. Most of the work involves performing timber sale slash disposal and reforestation in western Oregon, as well as, on Public Domain forested lands.

It is estimated that funding from this appropriation will support slash disposal on approximately 3,000 acres. Site preparation through slash disposal is often necessary to enable reforestation. Slash is

disposed of through the use of prescribed fire, hand labor, mechanical techniques, or a combination of these treatments. Site preparation activities provide planting spots for placement of new seedlings. Site preparation also enhances the tree seedlings environment during initial establishment by reducing competing vegetation and rodent habitat. For more information on the Forestry Program and related activities, see Forest Resources Subactivity description in the (O&C) Appropriation justification.

Justification of Program and Performance**Activity: Copy Fees****6 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,251	1,597	+17	0	1,614	+17
FTE	27	26	0	0	26	0

→ Authorizations ←

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1732, 1734) authorizes the collection of service charges to finance the costs of certain activities.

→ Objectives ←

The objective of the copy fees program is to cover the costs of providing copies of BLM documents to industry, user organizations and the general public.

→ 1996 Program ←

The BLM is the custodian of the official public land records of the United States. Some of these records date back to the very beginning of the Nation's independence. These records, especially the copies of patents (deeds) transferring ownership of Public Domain land to private individuals and other non-Federal parties, are critical links in establishing a clear chain of title to the current ownership of both public and private land. Equally important are copies of official cadastral survey plats and field notes, copies of use authorizations, reservations of easements and rights-of-way, serial register pages, and master title plats. The BLM also prepares and prints land status maps and other official documents of use to the public, industry and other groups.

The BLM receives nearly 500,000 requests annually for copies of these official records. In this activity, the BLM recovers the costs of providing copies of official records, including the time required to research old files and books for the correct documents, and costs of administrative processing of requests for such copies, to meet the needs requested by individuals, companies, and organizations outside of the Government. The increased emphasis on using the Automated Land and Mineral Records System for case management work will enable the BLM to respond to information requests in a more efficient, effective, and less labor intensive manner.

Summary of Requirements by Object Class

Appropriation: Service Charges, Deposits, & Forfeitures

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		3,266		119		--		3,385
11.3 Other than full-time permanent		493		18		--		511
11.5 Other personnel compensation		219		8		--		227
11.9 Total personnel compensation	119	3,978	2	145	0	0	121	4,123
12.1 Civilian personnel benefits		1,062		39		--		1,101
21.0 Travel & transportation of persons		100		--		--		100
22.0 Transportation of things		550		--		--		550
23.2 Rental payments to others		35		--		--		35
23.3 Communications, utilities, & misc		80		2		--		82
24.0 Printing and reproduction		248		(23)		--		225
25.2 Other services		2,260		(55)		--		2,205
26.0 Supplies and Materials		350		--		--		350
31.0 Equipment		200		--		--		200
32.0 Lands and structures		20		2		--		22
99.9 Total obligations	119	8,883	2	110	0	0	121	8,993

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Program and Financing (in thousands of dollars)**

Identification code: 14-5017-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Rights-of-way processing.....	4,740	3,793	3,859
00.02 Adopt-a-horse program.....	1,222	798	799
00.03 Repair of damaged lands and facilities.....	1,345	1,298	1,307
00.04 Cost recoverable realty cases.....	433	599	608
00.05 Timber contract expenses.....	730	798	806
00.06 Copy fees.....	1,251	1,597	1,614
10.00 Total obligations.....	9,721	8,883	8,993
Financing:			
17.00 Recovery of prior year obligations.....	(234)	0	0
21.40 Unobligated balance available, start of year.....	(5,508)	(5,711)	(5,711)
24.40 Unobligated balance available, end of year.....	5,711	5,711	5,711
39.00 Budget authority	9,690	8,883	8,993
Budget Authority			
40.25 Budget authority (special fund, indefinite).....	9,690	8,900	8,993
40.78 Percentage reduction pursuant to P. L. 103-332.....	0	(17)	0
43.00 Appropriation, (total).....	9,690	8,883	8,993
Relation of obligations to outlays:			
71.00 Total obligations	9,721	8,883	8,993
72.40 Obligated balance, start of year.....	3,590	2,375	2,375
74.40 Obligated balance, end of year.....	(2,375)	(2,375)	(2,430)
78.00 Adjustments in unexpired accounts.....	(234)	0	0
90.00 Outlays	10,702	8,883	8,938

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Object Classification (in thousands of dollars)

Identification code: 14-5017-0-2-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,697	3,266	3,385
11.3 Other than full-time permanent.....	407	493	511
11.5 Other personnel compensation.....	181	219	227
11.9 Total personnel compensation.....	3,285	3,978	4,123
12.1 Civilian personnel benefits.....	877	1,062	1,101
21.0 Travel and transportation of persons.....	119	100	100
22.0 Transportation of things.....	604	550	550
23.2 Rental payments to others.....	35	35	35
23.3 Communications, utilities, and miscellaneous charges.....	76	80	82
24.0 Printing and reproduction.....	269	248	225
25.2 Other services.....	3,739	2,260	2,205
26.0 Supplies and materials.....	473	350	350
31.0 Equipment.....	215	200	200
32.0 Land and structures.....	29	20	22
99.0 Total obligations.....	9,721	8,883	8,993

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
SERVICE CHARGES, DEPOSITS, AND FORFEITURES
Personnel Summary

Identification code: 14-5017-0-2-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	101	119	121
Full-time equivalent of overtime and holiday hours.....	4	5	5

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Appropriation: Miscellaneous Permanent Payment Appropriations

Appropriation Summary Statement

The Permanent Payment Accounts provide for sharing of specified receipts collected from the sale, lease, or use of the Public Lands and resources with States and counties. BLM distributes these funds in accordance with the provisions of the various laws that specify the percentages to be paid to the applicable recipient jurisdictions and, in some cases, how the States and counties must use these funds. These payments are made subject to the authorities of permanent law, and the amounts are made available by operation of permanent laws. They do not require annual appropriations action by the Congress. Payment amounts are estimated based on anticipated collections, or in some cases, based upon amounts required by permanent legislation.

The amount of the payments shown for each year is the total payment applicable to the fiscal year in which the receipts are collected, without regard as to the timing of the actual disbursement of funds to the recipients.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Oblig.		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
MISCELLANEOUS PERMANENT PAYMENT APPROPRIATIONS	0	94,318	0	80,683	0	(3,134)	0	0	0	77,549	0	(3,134)
Payments to Oklahoma	0	6	0	4	0	0	0	0	0	4	0	0
Payments to Coos and Douglas Counties, OR from receipts , Coos Bay Wagon Road Grant Lands	0	625	0	0	0	0	0	0	0	0	0	0
Payments to Counties, Oregon & California Grant Lands	0	78,587	0	0	0	0	0	0	0	0	0	0
Payments to States												
Proceeds of sales	0	654	0	654	0	(20)	0	0	0	634	0	(20)
From grazing fees, etc. public lands outside grazing districts	0	1,334	0	1,166	0	(63)	0	0	0	1,103	0	(63)
From grazing fees, etc. public lands within districts	0	1,917	0	1,747	0	(95)	0	0	0	1,652	0	(95)
From grazing fees, etc. public lands within grazing districts-misc	0	9	0	9	0	(1)	0	0	0	8	0	(1)
Payments to Alaska National Petroleum Reserve	0	0	0	0	0	0	0	0	0	0	0	0
Payments to counties, National Grasslands	0	426	0	462	0	(9)	0	0	0	453	0	(9)
Payments to Nevada from receipts on land sales	0	0	0	225	0	(150)	0	0	0	75	0	(150)
Cook Inlet Region, inc. Property	0	10,760	0	0	0	0	0	0	0	0	0	0
Payments to Western Oregon Counties (P.L. 103-66)	0	0	0	76,416	0	(2,796)	0	0	0	73,620	0	(2,796)

JUSTIFICATION OF UNCONTROLLABLE COST CHANGES
(dollars are in thousands)

Miscellaneous Permanent Payments Accounts

	1995 Enacted	1996 Change
Reduction in payments to States and Counties		(3,134)
The adjustment reflects a reduction in the anticipated payments to States and Counties, primarily Western Oregon Counties, in FY 1996.		

Justification of Program and Performance**Activity: Payments to Oklahoma (royalties)****Table 1 Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	6	4	0	0	4	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 65 Stat.252, the State of Oklahoma is paid 37 ½ percent of the Red River oil and gas royalties in lieu of State and local taxes on Kiowa, Comanche, and Apache Tribal lands.

◆ 1996 Program ◆

These payments to the State of Oklahoma are to be used for constructing and maintaining public roads and supporting public schools. Payments for the first 10 months of the current fiscal year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occurs.

Justification of Program and Performance**Activity: Payments to Coos and Douglas Counties, Oregon, for Coos Bay Wagon Road Grant Land**

Table 2 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	625	0	0	0	0	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 52 Stat. 75-754 (4 U.S.C. 1181f-1), payments in lieu of taxes are made to Coos County and Douglas County, Oregon, out of receipts from the reconveyed Coos Bay Wagon Road Grant Land.

◆ 1996 Program ◆

These payments to Coos and Douglas Counties, Oregon are to be used by the counties for schools, roads, highways, bridges, and port districts. Payments are made on a quarterly basis, upon receipt of billings from the counties, in lieu of severance taxes and ad valorem taxes at the same rate as for private lands in the counties. The amount shown above reflects the estimated total payment for each fiscal year, without regard to when the actual disbursements are made.

The payments made under the provision prior to 1994 were replaced in 1994 by the provisions of the *Omnibus Budget Reconciliation Act, Section 13983*, which established a new payment formula for the 18 Western Oregon counties, including Coos and Douglas Counties, Oregon which received payments under the authority. These new payments are described later in this section under "Payments to Western Oregon Counties, (P.L. 103-66)."

Justification of Program and Performance**Activity: Payments to Counties, O&C Grant Lands****Table 3 Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	78,587	0	0	0	0	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 39 Stat. 218 and 50 Stat. 876 (43 U.S.C. 1181f), as modified by the annual Interior Department Appropriations Acts, 50 percent of the receipts to the Oregon and California (O&C) Grant Lands fund are paid to the counties in which the lands are situated, in the proportion to each county's accessed valuation in 1915, for use as unrestricted county funds.

◆ 1996 Program ◆

These payments to the 18 O&C Grant Land counties of western Oregon were derived from receipts generated from all O&C Grant Lands including those administered by both the BLM and Forest Service. Payments for the first 11 months of the current fiscal year are disbursed to the counties in September of the year of collection, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The Omnibus Budget Reconciliation Act of 1993, section 13983, established a new provision for determining payments to the O&C counties effective with 1994, which superseded this authorization. The new payments are described later in this section under *Payments to Western Oregon Counties (P.L. 103-66).*

Justification of Program and Performance**Activity: Payments to State (Proceeds of Sales)****Table 4 Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	654	654	-20	0	634	-20
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with the *Department of the Interior and Related Agencies Appropriations Act of 1952 (65 Stat. 252)*, the States are paid 5 percent of the net proceeds (4 percent of gross proceeds) from the sale of Public Lands and Public Lands products.

◆ 1996 Program ◆

These payments to states with public domain lands are to be used for educational purposes or for construction of public roads and improvements. Payments for the first 11 months of the current fiscal year are disbursed in September of the collection year, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year.

The 1996 Budget estimate is \$634,000, a decrease of \$20,000 from the 1995 level. This is due to a decrease in the volume of timber anticipated to be harvested and paid for in 1996.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc., Public Lands Within Grazing Districts**

Table 5 Activity Summary (\$000s)

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,917	1,747	-95	0	1,652	-95
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315b and 315i), States are paid 12½ percent of the grazing fee receipts from lands within organized grazing district boundaries.

◆ 1996 Program ◆

These funds are to be extended by the States for the benefit of the counties in which the lands are located. The amounts reflected above for each fiscal year represent the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc., Public Lands Outside Grazing Districts****Table 6 Activity Summary (\$000s)**

Activity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Grazing Receipts \$	1,334	1,166	-63	0	1,103	-63
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with the *Taylor Grazing Act of 1934* (43 U.S.C. 315i and 315m), the States are paid 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts.

◆ 1996 Program ◆

These funds are to be expended by the states for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

The States will continue to receive 50 percent of the grazing fee receipts from Public Lands outside of organized grazing districts.

The 1996 Budget estimate for Payments to States from grazing receipts, etc., Public Lands outside grazing districts is \$1,103,000, a decrease of \$63,000 from the 1995 level. The decrease is the result of an estimated decrease in 1996 grazing receipts.

Justification of Program and Performance**Activity: Payments to States from Grazing Receipts, etc., Public lands Within Grazing Districts, Miscellaneous**

Table 7 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	9	9	-1	0	8	-1
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 43 U.S.C. 315, the States are paid specifically determined amounts from grazing fee and mineral receipts from miscellaneous lands within grazing districts that are administered under certain cooperative agreements which stipulate that the fees be retained by the BLM for distribution.

◆ 1996 Program ◆

These funds are to be expended by the States for the benefit of the counties in which the lands are located. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements.

The 1996 Budget estimate for Payments to States from grazing receipts, etc., Public Lands within grazing districts, miscellaneous, is \$8,000, a decrease of \$1,000 from the 1995 level. The decrease is the result of an estimated decrease in receipts.

Justification of Program and Performance**Activity: Payments to Alaska, National Petroleum Reserve****Table 8 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

0

◆ Authorizations ◆

In accordance with 94 Stat. 1964 (42 U.S.C. 6508), Alaska is paid 50 percent of the receipts from sales, bonuses, royalties, and rentals resulting from oil and gas leasing in the National Petroleum Reserve in Alaska (NPR).

◆ 1996 Program ◆

The funds paid to the State of Alaska are to be used for planning, constructing, maintaining, and operating essential public facilities and other necessary provisions of public service. Payments are made semi-annually (as soon as practicable after March 30 and September 30 of each year) for the previous 6 months' collections. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Payments to Counties, National Grasslands (Farm Tenant Act Lands)**

Table 9 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	426	462	-9	0	453	-9
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with 7 U.S.C. 1012, the Bankhead Jones Farm Tenant Act of 197, and Executive Orders 107878 and 10890, which transferred the management of certain Farm Tenant Act-Land Utilization (LU) Project lands to the jurisdiction of the Department of the Interior, 25 percent of the revenues received from the use of these LU projects lands, including grazing and mineral leasing, are paid to the counties in which such lands are located.

The 1996 Budget estimate is \$453,000, a decrease of \$9,000 under the 1995 level. This decrease is due to a projected decrease in grazing receipts. The receipts estimates are technical estimates only.

◆ 1996 Program ◆

These funds paid to counties which have Farm Tenant Act Lands under BLM management within their boundaries are used by the counties for schools and roads. Payments are made as soon as practicable after the end of each calendar year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

In 1996, funds will continue to be paid to counties which have Farm Tenant Act Lands under BLM management within their boundaries for schools and roads.

Justification of Program and Performance**Activity: Payments to Nevada from Receipts on Land Sales**

Table 10 Activity Summary (\$'000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	225	-150	0	75	-150
FTE	0	0	0	0	0	0

◆ Authorizations ◆

Public Law 96-586 of 1980 (the *Burton-Santini Act*) authorized and directed the sale of up to 700 acres per year of certain lands in Clark County, Nevada, and the acquisition of environmentally sensitive lands in the Lake Tahoe Basin.

◆ 1996 Program ◆

The *Burton-Santini Act* directs that 5 percent of the annual proceeds realized from the sale of such lands be returned to the State of Nevada and that 10 percent of the proceeds be returned to the county or municipality in which the land sale occurred.

The funds returned to the States are to be used for the State's general education program, and the funds returned to the county or municipality are to be used for acquisition and development of recreational lands and facilities. Payments for the first 10 months of the collection year are disbursed in September, with the balance of the fiscal year's applicable receipts disbursed early in the following fiscal year. The amounts reflected in the table above represents the total amount of the payment applicable to that fiscal year without regard to when the actual disbursements occur.

Justification of Program and Performance**Activity: Cook Inlet Region, Inc. (CIRI) Property Account**

Table 11 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	10,760	0	0	0	0	0
FTE	0	0	0	0	0	0

◆◆ Authorizations ◆◆

The Alaska Native Claims Settlement Act of 1971 as amended by Public Law 94-204 of 1976 (43 U.S.C. 1611) directs the Secretary to make conveyances to Cook Inlet Region, Inc. (CIRI) in accordance with the "Terms and Conditions for Land Consolidation and Management in Cook Inlet Area."

The Alaska National Interest Lands Conservation Act of 1980 (43 U.S.C. 1611) authorizes CIRI to bid on surplus property in accordance with the Federal Property and Administrative Services Act of 1940 (40 U.S.C. 484), and provided for the establishment of a CIRI surplus property account by the Secretary of the Treasury.

The Alaska Railroad Transfer Act of 1982 (43 U.S.C. 1611) expands the account by allowing CIRI to bid on properties anywhere in the United States.

The 1988 Department of Defense Appropriations Act (101 Stat. 1329-318) authorized CIRI to bid at any public sale of property by any agent of the United States including the Department of the Defense.

The 1990 Department of Defense Appropriation Act (16 U.S.C 396f) appropriated monies to be placed into the CIRI Property Account in the U.S. Treasury, as permanent budget authority.

◆◆ 1996 Program ◆◆

Several statutes have granted authorities to various Native corporations and the State of Alaska to select parcels of Federal land in Alaska. The Alaska Statehood Act of 1958 granted the new State government 104 million acres of public land. The *Alaska Native Claims Settlement Act (ANCSA) of 1971* authorized Native corporations to select 44 million acres. The *Alaska National Interest Lands Conservation Act (ANILCA) of 1980* added 104 million acres to national parks, wildlife refuges and other parts of the conservation system, as well as clarifying and expanding upon issues relative to ANCSA.

The State government has primarily selected lands with the potential for resource development. Native corporations, which were established by ANCSA to handle money and lands granted to Alaska Natives, also wanted lands that could be developed for the economic benefit of Alaska Natives, as well as some of the lands where Native peoples had historically lived, hunted, and fished.

CIRI was established as a Native corporation by ANCSA. Special problems associated with CIRI's ability to obtain lands entitled to it under ANCSA have resulted in a number of legislative and administrative attempts at resolutions. Amendments to ANCSA in *P.L. 94-204 of January 2, 1976* provided: (1) for the establishment (but not funding) of a CIRI Surplus Property Account for the purpose of bidding

on Federal surplus property; (2) identification of the entitlement to be charged against the surplus property account; and (3) the basis for computing gain or loss against CIRI's entitlement. These provisions have been amended several more times with respect to the land selections of CIRI. One of these amendments, *P.L. 96-487, January 14, 1983*, defined terms and conditions for the CIRI Property Account. However, it was not until 1990 that actual funding for the CIRI Property Account was appropriated, as permanent budget authority, by *P.L. 101-165, the Department of the Defense Appropriations Act of 1990*.

Based on the various legislative authorities, agreements made between the Department of the Interior (DOI) and CIRI further defined a mechanism to account for CIRI entitlements and a system of priorities for allocations of debits resulting from the fulfillment of the CIRI entitlement. The Memorandum of Understanding between the DOI and CIRI, dated April 11, 1986, requires the Department to adjust the CIRI's Remaining Obligation Entitlement Account periodically to reflect changes in the consumer price index (CPI) for the Anchorage, Alaska, area.

Also, by agreement among the Department of the Interior, Department of the Treasury, and the Office of Management and Budget, the BLM has been assigned the responsibility of administering the operations of the CIRI Property Account and appropriated funds, including making the semiannual CPI adjustments based upon provisions in the MOU.

The remaining entitlement balance in the CIRI Property Account as of the end of December 31, 1994, including all CPI adjustments to that date, is \$1,184,607.94.

In 1996, payments will continue to be made to Western Oregon counties.

Justification of Program and Performance**Activity: Payments to Western Oregon Counties (P.L. 103-66)****Table 12 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	76,416	-2,796	0	73,620	-2,796
FTE	0	0	0	0	0	0

◆ Authorizations ◆

In accordance with the Omnibus Budget Reconciliation Act of 1993, (P.L. 103-66) a new formula has been established for determining what percentage of the Oregon and California (O&C) Grant land funds are paid to the counties in which the lands are situated.

◆ 1996 Program ◆

The Omnibus Budget Reconciliation Act of 1993, §13983, provides a new payment calculation for fiscal years 1994 through 2003 for O&C timber receipts sharing with the 18 western Oregon counties which provisions received shared receipt payments for O&C Grant Lands and Coos Bay Wagon Road (CBWR) lands within their boundaries.

P.L. 103-66 provides that notwithstanding the provisions of the Act of August 28, 1937 which provided that a fifty percent share of the revenues be paid to O&C counties in the State of Oregon, and notwithstanding the provisions of the Act of May 24, 1939 provides payments to Coos and Douglas Counties for the reconveyed CBWR lands that, payments to each such county for fiscal years 1994 through 1998 will be based on a new payments calculation. The payments to the western Oregon counties for 1994 through 1998 are equal to the applicable percentage times the average of the revenues to each such count during the five-year

period of fiscal years 1986 through 1990. In fiscal years 1999 through 2003, payments will be greater of the amount based on the new payment calculation or the amount calculated under the provisions of the Act of August 28, 1937 and the Act of May 24, 1939.

The 1996 Payments to Western Oregon Counties is \$73.6 million a decrease of \$2.8 million based on the new formula that began in 1994 and which

Table 1 Special Payment Schedule (\$000s)

Fiscal Year	Special Payment Amount (Omnibus Budget Reconciliation Act of 1993)
1994	\$78,586
1995	\$75,812
1996	\$73,039
1997	\$70,265
1998	\$67,491
1999	\$64,718
2000	\$61,944
2001	\$59,170
2002	\$56,397
2003	\$53,623

O&C Counties will receive the Special Payment Amount FY94-8. In FY99-03 the counties will receive the special payment amount or 50 percent of total receipts, whichever is greater.

provides a payment of 82 percent of the base period annual average payment.

The 1996 Budget Request is \$73,620,000 and a program decrease of \$2,976 and 0 FTE.

Summary of Requirements by Object Class

Appropriation: Miscellaneous Permanent Payment Accounts

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
41.0 Grants, subsidies, & contributions		80,663		(3,114)		--		77,549
99.9 Total obligations	0	80,663	0	(3,114)	0	0	0	77,549

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Payments to Oklahoma (royalties).....	6	4	4
00.02 Payments to Coos and Douglas Counties, Oregon, from Coos Bay Wagon Road receipts.....	625	0	0
00.03 Payments to counties, Oregon and California grant lands.....	78,587	0	0
00.04 Payments to States (proceeds of sales).....	654	654	634
00.05 Payments to States from grazing receipts, etc., public lands outside grazing districts.....	1,334	1,166	1,103
00.06 Payments to States from grazing receipts, etc., public lands within grazing districts.....	1,917	1,747	1,652
00.07 Payments to States from grazing receipts, etc., public lands within grazing districts, miscellaneous.....	9	9	8
00.08 Payments to Alaska, National Petroleum Reserve.....	0	0	0
00.09 Payments to counties, national grasslands (Farm Tenant Act lands).....	426	462	453
00.11 Payments to Nevada from receipts on land sales.....	0	225	75
00.12 Cook Inlet Region, Inc.....	10,760	0	0
00.13 Payments to Western Oregon Counties	0	76,416	73,620
10.00 Total obligations.....	94,318	80,683	77,549

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Program and Financing (in thousands of dollars)

Identification code: 14-9921-0-2-999	1994 actual	1995 enacted	1996 estimate
Financing:			
21.40 Unobligated balance available, start of year.....	(14,370)	(1,222)	(1,222)
24.40 Unobligated balance available, end of year.....	1,222	1,222	1,222
25.00 Unobligated balance expiring.....	2,724	0	0
39.00 Budget authority (gross).....	83,894	80,683	77,549
Budget authority			
60.25 Budget authority (appropriation) (special fund, indefinite).....	83,894	80,683	77,549
Relation of obligations to outlays:			
71.00 Total obligations.....	94,318	80,683	77,549
72.40 Obligated balance, start of year.....	26,016	82,880	80,540
74.40 Obligated balance, end of year.....	(82,880)	(80,540)	(77,882)
90.00 Outlays.....	37,454	83,023	80,207

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Object Classification (in thousands of dollars)

Identification code: 14-9921-0-2-999	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	0	0	0
11.3 Other than full-time permanent.....	0	0	0
11.5 Other personnel compensation.....	0	0	0
11.9 Total personnel compensation.....	0	0	0
12.1 Civilian personnel benefits.....	0	0	0
21.0 Travel and transportation of persons.....	0	0	0
22.0 Transportation of things.....	0	0	0
23.3 Communications, utilities, and miscellaneous charges.....	0	0	0
25.2 Other services.....	10,760	0	0
26.0 Supplies and materials.....	0	0	0
31.0 Equipment.....	0	0	0
32.0 Land and structures.....	0	0	0
41.0 Grants, subsidies, and contributions.....	83,558	80,683	77,549
42.0 Insurance claims and indemnities.....	0	0	0
99.0 Total obligations.....	94,318	80,683	77,549

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS PERMANENT APPROPRIATIONS
Personnel Summary

Identification code: 14-9921-0-2-999	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	0	0	0
Full-time equivalent of overtime and holiday hours.....	0	0	0

Appropriation: Permanent Operating Funds

Appropriation Language Sheet

This appropriation provides for the use of certain receipts from the sales, lease, or use of the Public Lands and resources, or other sources as authorized by law for specified program operations conducted by the BLM. These funds are available by operation of permanent law and do not require annual appropriation action by the Congress. Amounts are estimated based on anticipated collections. The Permanent Operating Funds are available for BLM to maintain quarters, administer salvage timber operations, maintain roads, acquire special lands or minerals, and/or develop water wells.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual Obligs		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
PERMANENT OPERATING FUNDS	30	4,597	27	5,005	0	0	0	0	27	5,005	0	0
Operations & Maintenance of Quarters	2	250	2	250	0	0	0	0	2	250	0	0
Recreation Fee Collections	0	255	0	255	0	0	0	0	0	255	0	0
Forest Ecosystems Health and Recovery	11	1,689	10	2,500	0	0	0	0	10	2,500	0	0
Special Acquisition of Lands and Minerals	0	0		0	0	0	0	0		0	0	0
Payment from Proceeds, Sale of Water	0	0		0	0	0	0	0		0	0	0
Expenses, Road Maintenance Deposits	17	2,403	15	2,000	0	0	0	0	15	2,000	0	0

Justification of Program and Performance**Activity: Operations and Maintenance of Quarters**

Table 1 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	250	250	0	0	250	0
FTE	2	2	0	0	2	0

◆ Authorizations ◆

The 1985 *Appropriations Act for the Department of the Interior and Related Agencies*, (P.L. 98-473), Section 320, established a permanent account in each bureau for the operation and maintenance of quarters, starting with 1985 and each fiscal year thereafter.

rental income from quarters and returns them to the facility where the collections were made.

◆ Objectives ◆

The objectives of this account is to maintain and repair all BLM employee occupied quarters from which quarters rental charges are collected.

◆ 1996 Program ◆

Agencies are required to collect quarters rental and use charges from employees who occupy Government-owned housing and quarters. Such housing is provided only in isolated locations where other suitable housing is not available from the private sector or where the employee is required to live on-site at a Federally-owned facility or reservation.

The 1996 Budget estimate is \$250,000 and 2 FTE. The funds are used to maintain, repair and recondition BLM owned housing to keep the facilities in safe, healthful and usable condition. Funds are managed on a statewide basis. Each state collects

Justification of Program and Performance**Activity: Recreation Fee Collections**

Table 2 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	255	255	0	0	255	0
FTE	0	0	0	0	0	0

◆◆ Authorizations ◆◆

The Omnibus Budget Reconciliation Act of 1993 amended the Land and Water Conservation Fund Act (LWCF) and further expanded collection of recreation use fees to be deposited into a special account established for each agency in the Treasury of the United States.

◆◆ 1996 Program ◆◆

In 1993, Congress amended provisions of the LWCF Act concerning fee collection. The amendments allow BLM to retain and spend up to 15 percent of recreations receipts collected during the current year to offset fee collection costs; assess fees for a much broader range of recreation sites; charge an entrance fees for National Conservation Areas; and charge for Federal recreation passports (Golden Age and Golden Eagle, etc.)

Justification of Program and Performance**Activity: Forest Ecosystem Health and Recovery Fund**

Table 3 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	1,689	2,500	0	0	2,500	0
FTE	11	10	0	0	10	0

◆ Authorizations ◆

In Accordance with the 1993 *Interior and Related Agencies Appropriations Act*, the Federal share of receipts from the disposal of salvage timber from lands under the jurisdiction of the Bureau of Land Management is deposited in a special fund in the Treasury of the United States.

◆ Objectives ◆

The fund allows BLM to plan and prepare salvage timber for disposal, for administration of salvage timber sales, and for subsequent site preparation and reforestation.

◆ 1996 Program ◆

This account is derived from revenue generated from the Federal share of receipts from the sale of salvage timber from Oregon and California Grant Lands, Public Domain Lands, and Coos Bay Wagon Road Lands. It was established under the 1993 *Interior and Related Agencies Appropriate Act* to allow the Bureau of Land Management to more efficiently and effectively address forest health problems by allowing for prompt salvage and reforestation of insect, disease, and fire damaged forests.

The 1996 Budget estimate is \$2,500,000. The request equals the estimated Federal share of

receipts collected for 1996. These funds are available to the BLM for timber salvage sale and reforestation work.

The volume of salvage in any given year may vary significantly, depending on severity of fire season, weather events, and insect outbreaks. The carry-over balance from year to year is anticipated to be between \$3,000,000 and \$6,000,000 due to the variation in receipts and the annual cost of timber salvage and reforestation work. On the average, BLM can anticipate having a timber salvage program of about 15 to 20 million board feet annually.

*Justification of Program and Performance***Activity: Expenses, Road Maintenance Deposits**

Table 4 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	2,403	2,000	0	0	2,000	0
FTE	17	15	0	0	15	0

◆ Authorizations ◆

Section 502(c) of the Federal Land Policy and Management Act of 1976 (FLPMA) (43 U.S.C. 1762(c)) provides for the permanent appropriation of money collected from commercial road users in lieu of user maintenance. Receipts are permanently appropriated to BLM for road maintenance.

Because many of these roads are primary public access roads the road maintenance deposit funds collected from the commercial users are used in combination with funds appropriated by Congress for accomplishing the total transportation maintenance program for these roads.

◆ Objectives ◆

The objective of this activity is to provide funds for road maintenance.

◆ 1996 Program ◆

The BLM has authority to collect money for road maintenance from commercial users of the Public Lands and Public Domain Lands transportation system. Most of the funds generated for this account comes from Oregon and California Grant Lands and are available for those lands only (43 U.S.C. 1735(b)), excluding \$225,000 which is earmarked for administrative expenses. Roads where BLM collects these fees are normally subject to heavy, continuous travel by the commercial users and also by other Public Land users. Mainline timber access roads in western Oregon fall into this category.

Justification of Program and Performance**Activity: Special Acquisition of Lands & Minerals (Borrowing Authority)**

Table 5 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

◆ Authorizations ◆

The Rattlesnake Recreation Area and Wilderness Act of 1980 (16 U.S.C. 460 11-3) authorized the Secretary of the Interior to accept title to private lands within the Rattlesnake Recreation Area and Rattlesnake Wilderness Area in exchange for bidding rights equal to the fair market value of such lands.

The Lee Metcalf Wilderness and Management Act of 1983 as amended (16 U.S.C. 460 11-3) provides that the bidding rights may be used as a monetary credit, which shall be considered "money" within the meaning of Section 35 of the *Mineral Leasing Act of 1920*, against the Federal portion of bonus payments, rental or royalty payments for Federal coal leases, and that the Secretary shall consummate the exchange of lands owned by Montana Power Company within the area by issuing bidding rights equal to the negotiated cash equivalent of the fair market value of such Montana Power Company lands.

An act relating to certain leases involving the Secretary of the Interior and the Northern Cheyenne Indian Reservation (*P.L. 96-401*) provides for the cancellation of 6 coal leases and 11 permits on the Northern Cheyenne Indian Reservation in Montana. The Secretary of the Interior was authorized to consummate cancellation agreements with the

lessees and permittees to compensate them for the cancellation of their leases or permits. Compensation was to be in the form of noncompetitive coal leases off the reservation or certificates of bidding rights or both.

◆ Objectives ◆

The objective of this program is to account for the monetary equivalent of bidding rights issued and adjustments to the value of such rights issued pursuant to special legislation relating to acquisition of land or mineral rights by the Federal government.

◆ 1996 Program ◆

This account was established to identify the budgetary effect of the issuance and use of monetary credits or bidding rights authorized by Congress for the acquisition of non-Federal land or of minerals interests in any areas specifically authorized or directed by an Act of Congress. The use of this approach has been limited and involves previously two actions, which are the Rattlesnake NRA and Wilderness and the cancellation of certain coal leases and permits on the Northern Cheyenne Indian Reservation in Montana.

This account is a permanent authority to borrow established by Congress and does not require current Congressional action.

As of October 27, 1993 the remaining outstanding unused bidding rights were used; making the balance zero.

♦*Rattlesnake NRA and Wilderness Area*♦

On November 19, 1983, pursuant to P.L. 97-476, as amended, BLM issued bidding rights equal to \$14,300,000 to the Montana Power Company for its rights within the Rattlesnake NRA and Wilderness Area in the State of Montana.

The value of the bidding rights was set to increase at a rate set quarterly by the Secretary of the Treasury and published in the *Federal Register*, pursuant to §11 of the Debt Collection Act of 1982 (31 U.S.C. 3717). Interest was compounded quarterly and computed on the average daily balance of the bidding rights plus accrued interest during each calendar quarter. All bidding rights granted continue until fully used, or if not fully used, to not later than November 1, 1995, unless the eligibility period is extended. As of 1991 all of the bidding rights that incurred interest have been used. Therefore, since the amount carried in this account represented only estimated interest, the amount after 1991 is zero.

♦*Northern Cheyenne Indian Reservation*♦

On September 24, 1985, pursuant to P.L. 96-401, BLM issued bidding rights of about \$3,170,000 to Peabody Coal Company for its rights within the Northern Cheyenne Indian Reservation in Montana. On April 25, 1989, BLM issued bidding rights of \$4,977,955 to Garfield County Exploration Company and Shale Oil Syndicate, Inc., for their rights within the Northern Cheyenne Indian Reservation. On October 19, 1989, BLM issued bidding rights of \$892,487 to Consolidation Coal Company for its rights within the Northern Cheyenne Indian Reservation. The bidding rights granted do not accrue interest. All rights granted to Peabody Company shall continue until fully used, or if not fully used, not later than September 30, 2005. The rights granted to Garfield County Exploration Company and Shale Oil Syndicate, Inc., and to Consolidation Coal Company shall continue until fully used.

Justification of Program and Performance**Activity: Payment from Proceeds, Sale of Water**

Table 6 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
\$	0	0	0	0	0	0
FTE	0	0	0	0	0	0

◆◆ Authorizations ◆◆

Section 40(d) of the Mineral Leasing Act of 1920 (30 U.S.C. 229(a)) provides that when lessees or operators drilling for oil or gas on public lands strike water, water wells may be developed by the Department from the proceeds from the sale of water from existing wells.

◆◆ 1996 Program ◆◆

The Fiscal Year 1996 Budget estimate for payments from proceeds, the Sale of Water is zero. Consistently, funds derived from such proceeds have been recommended for deferral each year by the Administration.

Summary of Requirements by Object Class

Appropriation: Permanent Operating Funds

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		1,417		--		--		1,429
11.3 Other than full-time permanent		510		--		--		514
11.5 Other personnel compensation		131		--		--		132
11.9 Total personnel compensation	27	2,058	0	0	0	0	27	2,075
12.1 Civilian personnel benefits		379		--		--		382
21.0 Travel & transportation of persons		70		--		--		70
22.0 Transportation of things		850		--		--		850
23.2 Rental payments to others		5		--		--		5
23.3 Communications, utilities, & misc		5		--		--		6
25.2 Other services		1,255		--		--		1,255
26.0 Supplies and Materials		270		--		--		270
31.0 Equipment		55		--		--		55
32.0 Lands and structures		58		--		--		37
99.9 Total obligations	27	5,005	0	0	0	0	27	5,005

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9926-0-2-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Operation and Maintenance of Quarters.....	250	250	250
00.02 Forest Ecosystem Health and Recovery.....	1,689	2,500	2,500
00.03 Recreation Fee Collections.....	255	255	255
00.05 Expenses Road Maintenance Deposits.....	2,403	2,000	2,000
10.00 Total obligations.....	4,597	5,005	5,005
Financing:			
17.00 Recovery of prior year obligations.....	(63)	0	0
21.40 Unobligated balance available, start of year.....	(9,218)	(9,614)	(9,359)
24.40 Unobligated balance available, end of year.....	9,614	9,359	9,104
39.00 Budget authority (gross).....	4,930	4,750	4,750
60.25 Budget authority (appropriation) (special fund, indefinite).....	4,930	4,750	4,750
63.00 Appropriation, (total).....	4,930	4,750	4,750
Relation of obligations to outlays:			
71.00 Total obligations	4,597	5,005	5,005
72.40 Obligated balance, start of year.....	321	786	786
74.40 Obligated balance, end of year.....	(786)	(786)	(786)
78.00 Adjustments in unexpired accounts.....	(63)	0	0
90.00 Outlays	4,069	5,005	5,005

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-9926-0-2-302	1994 actual	1995 enacted	1996 estimate
Direct obligations:			
Personnel compensation:			
11.1 Full-time permanent.....	1,118	1,417	1,429
11.3 Other than full-time permanent.....	402	510	514
11.5 Other personnel compensation.....	103	131	132
11.9 Total personnel compensation.....	1,623	2,058	2,075
12.1 Civilian personnel benefits.....	299	379	382
21.0 Travel and transportation of persons.....	67	70	70
22.0 Transportation of things.....	894	850	850
23.2 Rental payments to others.....	5	5	5
23.3 Communications, utilities, and miscellaneous charges.....	4	5	6
25.2 Other services.....	1,300	1,255	1,255
26.0 Supplies and materials.....	268	270	270
31.0 Equipment.....	52	55	55
32.0 Land and structures.....	85	58	37
99.0 Subtotal, direct obligations.....	4,597	5,005	5,005

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
PERMANENT OPERATING FUNDS
Personnel Summary

Identification code: 14-9926-0-2-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	30	27	27
Full-time equivalent of overtime and holiday hours.....	1	1	1

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Appropriation: Miscellaneous Trust Funds (Mandatory, Indefinite)*Appropriation Language Sheet*

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Appropriation Language Citations

In addition to amounts authorized to be expended under existing law, there is hereby appropriated such amounts as may be contributed under section 307 of the Act of October 21, 1976 (43 U.S.C. 1701), and such amounts as may be advanced for administrative costs, surveys, appraisals, and costs of making conveyances of omitted lands under section 211(b) of that Act, to remain available until expended.

43 U.S.C. 315h
43 U.S.C. 315i
43 U.S.C. 355
43 U.S.C. 759
43 U.S.C. 761
43 U.S.C. 1721
43 U.S.C. 1737
31 U.S.C. 1321(a)(47),(48)
48 Stat. 1224-36
P.L. 103 - 332

The Taylor Grazing Act of 1934, as amended (43 U.S.C. 315h, 315i) provides for the Secretary of the Interior to accept contributions for the administration, protection, and improvement of grazing lands, and for these funds to be deposited into the Treasury in a trust fund and permanently appropriates them for use by the Secretary.

The Act of March 3, 1891, Section 11 (43 U.S.C. 355) provide for the sale of town lots to non-Native Alaskans. This Act was repealed by the Federal Land Policy and Management Act of 1976 (FLPMA). The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorizes the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA.

43 U.S.C. 759 provides for accomplishment of public surveys of whole townships through a trust fund; deposits for expenses deemed appropriated. 43 U.S.C. 761 provides for refunds from trust funds established in 43 U.S.C. 759 of costs in excess of expenses.

31 U.S.C. 1321(a)(47) and (48) classify the activities of "Expenses, public survey work, general" and "Expenses, public survey work, Alaska" as trust funds.

48 Stat. 1224-36 provides for payments in advance for public surveys.

Statutes that authorize current appropriations of trust funds:

43 U.S.C. 1721(a),(b) (FLPMA Section 211(a) and (b)) provide for the donation of funds for surveys of omitted lands.

43 U.S.C. 1737(c) (FLPMA Section 307(c)) provides that funds may be contributed to BLM for: 1) resource development, protection, and management, 2) acquisition or conveyance of public lands and 3) cadastral surveys on Federally controlled or intermingled lands. Contributed funds are to be placed in a separate account in the Treasury and are authorized to be appropriated and available until expended.

Summary of Requirements
(dollars are in thousands)

Activity Subactivity	1994 Actual*		1995 Enacted To Date		Uncontrollable & Related Changes (+/-)		Program Changes (+/-)		1996 Budget Request		Inc.(+) Dec.(-) from 1995	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
MISCELLANEOUS TRUST FUNDS	77	9,216	76	9,206	(1)	0	0	0	75	9,206	(1)	0
CURRENT:	64	7,505	64	7,605	0	0	0	0	64	7,605	0	0
Conveyance of Omitted Lands	0	0		5	0		0	0	0	5	0	0
Resource Development Prot & Mgmt - FLPMA	16	3,498	16	3,550	0	0	0	0	16	3,550	0	0
Resource Development, Prot & Mgmt. - Calif Off-Hwy	47	3,720	47	3,764	0	0	0	0	47	3,764	0	0
WL & Fish Conservation & Rehabilitation - Sikes Act	1	285	1	285	0	0	0	0	1	285	0	0
Rights-Of-Way	0	2	0	1	0	0	0	0	0	1	0	0
PERMANENT:	13	1,711	12	1,601	(1)	0	0	0	11	1,601	(1)	0
Resource Development Protection and Management	5	1,100	4	1,100	0	0	0	0	4	1,100	0	0
Public Survey	8	602	8	500	(1)	0	0	0	7	500	(1)	0
Trustee Funds, Alaska Townsites	0	9	0	1	0	0	0	0	0	1	0	0

*Enacted for Current; Actual Obligations for Permanent

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Justification of Program and Performance**Activity: Land and Resource Management Trust Fund
(Current, Mandatory, Indefinite)**

Table 1 Activity Summary (\$000s)

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Resource Develop, Protection and Management	7,503	7,505	0	0	7,599	0
Conveyance or Acquisition of Public Land	0	0	0	0	5	0
Rights-of-Way	2	1	0	0	1	0
Total	7,505	7,605	0	0	7,605	0

◆ Authorizations ◆

The Federal Land Policy and Management Act of 1976 (43 U.S.C. 1721, 1737) provides for the acceptance of contributed money or services for: 1) resource development, protection and management; 2) conveyance or acquisition of public lands (including omitted lands or islands) to States, their political subdivisions or individuals; and 3) conducting cadastral surveys; provided that estimated costs are paid to protect initiation.

◆ Objectives ◆

The objectives of the Land and Resource Management Trust Fund are to:

- provide resource development, protection, management and improvement of the Public Land through the use of money and services contributed to the BLM from non-Federal sources; and
- conduct authorized activities for which funds may be contributed to BLM.

◆ 1996 Program ◆

The Land and Resource Management Trust Fund program provides for resource development, protection and management efforts through the use of money and services contributed to the BLM from non-Federal sources and to conduct authorized activities for which funds may be contributed to BLM.

This program provides for performance of certain conservation practices, and administrative actions by the BLM, financed by contributions and donations of money from private individuals, companies, user organizations, state government agencies, and other non-Federal entities.

Contributions must be received and deposited with the BLM before work begins on a project, and any monies remaining after completion of the project are returned to the contributor if the contributor so desires. In recent years, contributions for resource development, protection and management have included such diverse projects as: improvement and development of boat ramps and waterway access,

wildlife research and habitat improvements, off-highway vehicle (OHV) recreation area maintenance, and protection of endangered species.

This activity is comprised of the following sub-activities.

*♦Resource Development,
Protection, & Management♦*

Included in the 1996 program are estimated contributions from the State of California Off-Highway Vehicle license ("Green Sticker") fund, used by BLM for the development, maintenance and operation of benefitting projects on BLM-administered Public Lands in the State of California. Beginning in 1991, the program also includes funds contributed by State government wildlife agencies under the provisions of the Sikes Act and used by BLM for conservation, restoration and management and improvement of wildlife species and their habitat.

There is expectation that the amount of contributions received by the BLM will continue to grow at the current rate. With the BLM's emphasis on increasing private sector partnerships and contributions, there has been an upward trend in contributed funds received over the past several years. Additional contributions are expected for general resource development projects under the authority of FLPMA, California Off-Highway Vehicle (OHV) projects, and Sikes Act wildlife habitat improvement projects in New Mexico.

♦Conveyance or Acquisition of Public Lands♦

This activity component authorizes BLM to receive contributed funds for land and realty actions from non-Federal sources or applicants as agreed to through an established contribution agreement.

♦Rights-of-Way♦

This activity component authorizes BLM to receive contributed funds from private individuals to pay the casework costs of processing rights-of-way requested by them.

Justification of Program and Performance**Activity: Permanent Miscellaneous Trust Funds****Table 2 Activity Summary (\$000s)**

Subactivity	1994 Actual	1995 Enacted To Date	Uncontrollable & Related Changes (+/-)	Program Changes (+/-)	1996 Budget Request	Change From 1995 (+/-)
Taylor Grazing Act Contributions	1,100	1,100	0	0	1,100	0
Public Surveys	602	500	0	0	500	0
Alaska Townsite	9	1	0	0	1	0
Total	1,711	1,601	0	0	1,601	0

◆ Authorizations ◆

Acceptance of contributions for rangeland improvements is authorized by the *Taylor Grazing Act* (43 U.S.C. 315h and 315i).

Acceptance of contributions for public surveys is authorized by 43 U.S.C. 759, 761, and 31 U.S.C. > 1321(a).

Act of March 3, 1891, Section 11, provided for the sale of town lots to non-Native Alaskans. This Act was repealed by FLPMA.

The Comptroller General Opinion of November 18, 1935, and 31 U.S.C. 1321 authorized the use of trust funds to provide for survey and deed recordation of town lots occupied prior to passage of FLPMA.

◆ 1996 Program ◆

This activity contains (1) acceptance of contributions for rangeland improvements that is authorized by the *Taylor Grazing Act*; (2) acceptance of contributions for public surveys; and (3) the sale of town lots to non-Native Alaskans (repealed by FLPMA).

This activity is comprised of the following subactivities:

◆ Taylor Grazing Act Contributions ◆

These contributions are permanently appropriated as trust funds to the Secretary for rangeland improvements efforts as specified by the Act.

◆ Public Surveys Contributions ◆

These contributions are permanently appropriated as trust funds to the Secretary for cadastral survey as specified by the Acts.

◆ Alaska Townsite ◆

These contributions are provided for the sale of town lots to non-Native Alaskans. These trust funds provide for survey and deed recordation of town lot purchasers pay the cost of survey and deed recordation plus \$25. (Native Alaskans are exempt from payment.)

Currently, only lots occupied prior to the passage of FLPMA may be deeded to their occupants; all other lots are the property of the municipality. As a result, town lot sales in this appropriation is a

result, town lot sales in this appropriation is extremely low. Anticipated levels for the Alaska townsite trust funds are estimated to be \$1,000.

Summary of Requirements by Object Class

Appropriation: Miscellaneous Trust Funds

Object Class	1995 Enacted		Uncontrollable & Related Changes		Program Changes		1996 Request	
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount
11.1 Full-time permanent		2,101		--		--		2,145
11.3 Other than full-time permanent		282		--		--		288
11.5 Other personnel compensation		204		--		--		208
11.8 Special personal svcs payments		4		--		--		4
11.9 Total personnel compensation	76	2,591	(1)	0	0	0	75	2,645
12.1 Civilian personnel benefits		528		--		--		539
21.0 Travel & transportation of persons		300		--		--		205
22.0 Transportation of things		400		--		--		400
23.2 Rental payments to others		30		--		--		50
23.3 Communications, utilities, & misc		70		--		--		75
24.0 Printing and reproduction		65		--		--		65
25.2 Other services		2,150		--		--		2,020
26.0 Supplies and Materials		950		--		--		970
31.0 Equipment		500		--		--		600
32.0 Lands and structures		1,580		--		--		1,600
41.0 Grants, subsidies, & contributions		42		--		--		37
99.9 Total obligations	76	9,206	(1)	0	0	0	75	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Program and Financing (in thousands of dollars)

Identification code: 14-9971-0-7-302	1994 actual	1995 enacted	1996 estimate
Program by activities:			
00.01 Land and resource management trust fund.....	8,412	9,205	9,205
00.03 Miscellaneous trust funds.....	6	1	1
10.00 Total obligations.....	8,418	9,206	9,206
Financing:			
17.00 recovery of prior year obligations.....	(370)	0	0
21.40 Unobligated balance available, start of year.....	(6,105)	(7,354)	(7,354)
24.40 Unobligated balance available, end of year.....	7,354	7,354	7,354
39.00 Budget authority (gross).....	9,297	9,206	9,206
40.05 Appropriation (indefinite)	7,633	7,605	7,605
60.05 Appropriation (indefinite)	1,664	1,601	1,601
Relation of obligations to outlays:			
71.00 Total obligations	8,418	9,206	9,206
72.40 Obligated balance, start of year.....	1,390	2,023	2,409
74.40 Obligated balance, end of year.....	(2,023)	(2,409)	(2,409)
78.00 Adjustments in unexpired accounts.....	(370)	0	0
90.00 Outlays	7,415	8,820	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Object Classification (in thousands of dollars)

Identification code: 14-99711-0-7-302	1994 actual	1995 enacted	1996 estimate
Personnel compensation:			
11.1 Full-time permanent.....	2,049	2,101	2,145
11.3 Other than full-time permanent.....	275	282	288
11.5 Other personnel compensation.....	199	204	208
11.8 Special personal services payments.....	4	4	4
11.9 Total personnel compensation.....	2,527	2,591	2,645
12.1 Civilian personnel benefits.....	515	528	539
21.0 Travel and transportation of persons.....	167	300	205
22.0 Transportation of things.....	154	400	400
23.2 Rental payments to others.....	11	30	50
23.3 Communications, utilities, and miscellaneous charges.....	53	70	75
24.0 Printing and reproduction.....	62	65	65
25.2 Other services.....	2,067	2,150	2,020
26.0 Supplies and materials.....	935	950	970
31.0 Equipment.....	350	500	600
32.0 Land and structures.....	1,544	1,580	1,600
41.0 Grants, subsidies and contributions.....	33	42	37
99.9 Total obligations.....	8,418	9,206	9,206

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
MISCELLANEOUS TRUST FUNDS
Personnel Summary

Identification code: 14-9971-0-7-302	1994 actual	1995 enacted	1996 estimate
Total compensable workyears:			
Full-time equivalent employment.....	77	76	75
Full-time equivalent of overtime and holiday hours.....	3	3	3

Administrative Provisions

◆◆ Appropriations Language Sheet ◆◆

Appropriations for the Bureau of Land Management shall be available for purchase, erection, and dismantlement of temporary structures, and alteration and maintenance of necessary buildings and appurtenant facilities to which the United States has title; up to \$100,000 for payments, at the discretion of the Secretary, for information or evidence concerning violations of laws administered by the Bureau of Land Management; miscellaneous and emergency expenses of enforcement activities authorized or approved by the Secretary and to be accounted for solely on his certificate, not to exceed \$10,000: *Provided*, That notwithstanding 44 U.S.C. 501, the Bureau may, under cooperative cost-sharing and partnership arrangements authorized by law, procure printing services from cooperators in connection with jointly-produced publications for which the cooperators share the cost of printing either in cash or in services, and the Bureau determines the cooperator is capable of meeting accepted quality standards.

(Department of the Interior and Related Agencies Appropriations Act, 1995.)

Employee Count by Grade

	1994 Actual	1995 Estimate	1996 Estimate
Executive Level V	1	1	1
Subtotal	1	1	1
ES - 5	6	5	4
ES - 4	11	12	10
ES - 3	2	3	2
ES - 2	2	2	4
ES - 1	4	3	5
Subtotal	25	25	25
GS / GM - 15	72	70	69
GS / GM - 14	236	229	222
GS / GM - 13	808	784	768
GS / GM - 12	1528	1481	1452
GS / GM - 11	2476	2402	2354
GS / GM - 10	105	102	100
GS / GM - 9	1527	1481	1451
GS / GM - 8	855	281	275
GS / GM - 7	908	932	913
GS / GM - 6	855	829	812
GS / GM - 5	903	960	941
GS / GM - 4	605	599	587
GS / GM - 3	207	201	197
GS / GM - 2	65	63	62
GS / GM - 1	35	34	34
Subtotal	10,760	10,448	10,237
Ungraded	554	526	522
Total employment (actual/projected) at end of fiscal year	11,340	11,000	10,785

Research and Development Activities
 DEPARTMENT OF THE INTERIOR
 BUREAU OF LAND MANAGEMENT
 (in thousands of dollars)

Conduct of R&D by activity		Past Year - 1994	Current Year - 1995	Budget Year - 1996
Basic Research	B.A.	0	0	0
	Outlays	0	0	0
Applied Research	B.A.	630	1,660	2,000
	Outlays	630	1,660	2,000
Development	B.A.	0	0	0
	Outlays	0	0	0
R&D facilities	B.A.	0	0	0
	Outlays	0	0	0
Total Conduct of R&D	B.A.	630	1,660	2,000
	Outlays	630	1,660	2,000
*Conduct of R&D performed by colleges and universities	B.A.	230	500	1,000
	Outlays	230	500	1,000
*Indirect costs related to R&D performed by colleges and universities	B.A.	45	100	200
	Outlays	45	100	200
*Merit reviewed scientific research	B.A.	5	15	20
	Outlays	5	15	20

\$9,213,000 in ongoing research and obligated contracts was transferred to NBS in FY 1994.

* Numbers inclusive in totals listed above.

Estimated Distribution (by Percentage) of Funding by R&D Funding by R&D Performers

In House Activity:	61
Private Industry:	---
Colleges/University:	39
Other Non-Profit:	---

◆Research and Development as Reflected in the Budget◆

In 1994, the BLM transferred ongoing research projects and contracts, and 36 FTE to the National Biological Service (NBS) as well as reduced appropriations by \$9,213,000. The FTE transferred to NBS included former BLM research personnel at the Corvallis Cooperative Unit in Oregon, Raptor Research Cooperative Unit in Idaho, Desert Tortoise Research Group in California and the Environmental Sciences Cooperative Unit in Colorado. The expectation is that the data, information and results provided by NBS will provide BLM managers with a more effective scientific foundation from which sound and responsible resource decisions can be made. In 1994, BLM provided \$120,000 in development support to NBS for the MIDAS project and \$56,000 for data collection related to the IWAES project.

In 1996, BLM's research and development (R&D) program funding will be \$2,000,000 and consist mainly of cooperative research projects involving applied R&D needs conducted through NBS and other Federal research agencies and universities. In FY 1996, an increase of \$340,000 over 1995 levels is requested to conduct research on best management practices related to the Secretary's *Range Reform* initiative. The majority of BLM research will not be of Departmental, regional or national significance and will, therefore, not come under the purview of NBS who concentrate more on national and regional issues. BLM will conduct this research in responsive to multiple land use issues. Projects will be local or state-wide in scale and selected on the basis of priority management issues. Research will be designed to provide essential data to the land manager to support ongoing and future management decisions.

BLM Priority Research Priorities

Water related research is directed toward understanding how surface activities, such as mining, affect surface and groundwater resources. Such

information is needed to enable the BLM to make sound management decisions that minimize adverse affects to environmental resources associated with mineral extraction.

Research in Rangeland resources continues to be directed toward supporting those efforts that provide a better understanding of the impacts of grazing and other range uses on vegetation resources. Focusing on species, community, and genetic diversity, particularly in arid and semi-arid areas, BLM research addresses biological diversity and its relationship to the productivity/sustainability to rangeland ecosystems. Projects include those involving impacts of livestock on vegetation, soil erosion, water quality, and wildlife; techniques for controlling undesirable plants or noxious weeds; methods of reducing short term wildfire impacts; and efficient and effective ways of monitoring vegetation to determine impacts of management decisions and actions.

Research in Wildlife and Fisheries is focused on gaining a better understanding of wildlife requirements and techniques to improve the management of wildlife habitat on the public lands. Important efforts are being directed towards developing improved techniques for the management of riparian and wetland areas, improvement of upland game bird habitats, and development of methods for shrub restoration on big game winter ranges.

Schedule Of Advisory And Assistance Services

Table 1 Schedule of Advisory and Assistance Services, Bureau of Land Management (\$ 000s).

Account Title and Symbol Management of Lands and Resources Account No. 14-1109-0-1-302		1994 Actual	1995 Estimate	1996 Estimate
I. Contractual Services				
Individual Experts & Consultants	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Studies, Analysis & Evaluations	B.A.	---	---	---
	Oblig.	---	---	---
	Outlays	---	---	---
Management & Professional Support Services	B.A.	1,260	1,260	1,260
	Oblig.	1,160	1,160	1,160
	Outlays	1,158	1,158	1,158
Engineering & Technical Services	B.A.	810	760	730
	Oblig.	810	760	730
	Outlays	705	704	676
Subtotal	B.A.	2,070	2,020	2,020
	Oblig.	1,970	1,920	1,920
	Outlays	1,863	1,862	1,862
II. Personnel Appointments	B.A.	95	95	95
	Oblig.	95	95	95
	Outlays	83	83	83
III. Advisory Committees	B.A.	---	---	---
	Oblig.	27	125	128
	Outlays	---	---	---
Total	B.A.	2,165	2,115	2,115
	Oblig.	2,092	2,140	2,143
	Outlays	1,946	1,945	1,945

Metric Conversion

BLM continues to participate in the Interior Metric Group which has developed the Departmental Metric Transition Plan.

♦Progress and Actions Taken in 1994♦

BLM actively participated in the Interior Department Subgroup of the Interagency Construction Subcommittee to develop a long-term metric implementation plan for construction activities.

Most natural resource scientists have converted to the metric system on research projects and scientific papers. Biological surveys are recorded metrically. Total conversion to an all-metric system on BLM research projects is being encouraged through the peer review system.

Field offices will continue to meet with other Federal agencies to share information, experience and materials relating to metric conversion.

Beginning January 1, 1994, the metric system was utilized to define weights and measures for construction specifications and drawings for both buildings and projects. The initial effort was to prepare documents utilizing the "soft metric" conversion since many potential bidders (especially small business concerns) for BLM work were not fully acquainted with the metric system.

The fire behavior prediction system, including the computer program BEHAVE, already has a system in place which uses either metric or the English method to calculate fireline intensity metrically. Use of the metric system could be directed.

♦Proposed Metric Activities During 1995♦

In mapping sciences, the trends in cartography and photogrammetry indicate a gradual move to the metric system as future contracts are defined in terms of metric units. Since BLM already

publishes metric measurements in maps, it would decrease the amount of data which must be converted to metric if original mapping data were collected using the metric units.

The metric system could more widely be used in Resource Management Plans, environmental impact statements, and other reports and publications.

♦Proposed Metric Activities During 1996♦

In Fiscal Year 1996, BLM will continue to use the metric system in the planning, implementation, and execution of construction activities. Appropriate actions will be taken in accordance with the Department's Metric Transition Plan.

Correcting Material WeaknessesDEPARTMENT OF THE INTERIOR
Bureau of Land Management
(in thousands of dollars)

Weakness Area	1995 Enacted to Date	1996 Budget Request	Change from 1995 (+/-)
Artwork and Artifacts	498	498	0
Interior Department's Electronic Acquisition System (IDEAS)	224	950	+726
Inadequate Range Monitoring	9,000	10,000	+1,000
Inadequate Land Withdrawal Processing & Review	1,200	1,200	0
Management of Solid Leasable Minerals and Minerals Materials	740	740	0
Property Management System Automated Personal Property System (APPS)	250	500	+250
Fluid Minerals - Inspection's Enforcement	12,90	12,90	0
Inadequate Oversight of Trans Atlantic Pipeline *Costs addressed under Grants of ROW	---	---	---

The table above represents the Bureau of Land Management's funding requests needed to address the identified material weaknesses.

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